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THE LEAGUE'S BUSINESS

Annual Meeting of League Council.—The council of the National Municipal League met at the City Club of New York on April 25. The following members of the council were present: Richard S. Childs, president; A. Leo Weil, Pittsburgh, vice-president; M. N. Baker, New York; Louis Brownlow, Fair Lawn, N. J.; Richard Crane, Westover, Va.; Mayo Fesler, Cleveland; Mrs. F. Louis Slade, New York; Laurence Tanzer, New York; Henry M. Waite, Cincinnati; and Clinton Rogers Woodruff, Philadelphia.

The council adopted the budget for the current fiscal year as presented by the secretary. The budget as adopted is based on expenditures totaling $55,974.71, an increase of $5,778.45 over the expenditures for the fiscal year ending March 31, 1930.

The secretary reported a most encouraging increase in the membership. The report showed that during the last *six* months of the past fiscal year exactly the same number of new members were secured as had been enrolled during the preceding *twelve-month* period. It is our hope, during the coming year, to secure at least 1,000 new members.

Ten committees of the League are now at work in the preparation of important reports. The present committee activity will, in the course of time, lead to the publication of a large number of very important technical pamphlets.

The resignation of the Honorable Charles E. Hughes as vice-president was presented to the council and was accepted with regret. Mr. Hughes resigned because of his appointment as chief justice of the United States. In view of the conspicuous help he gave the League through serving two years as president and several years as vice-president, the council passed the following resolution unanimously:

WHEREAS, the Honorable Charles E. Hughes, having been appointed Chief Justice of the United States, finds it necessary to resign as Vice-President of the National Municipal League, and

WHEREAS, Mr. Hughes has rendered meritorious and distinguished service as President and Vice-President,

Therefore, Be It Resolved by the Council, in annual meeting assembled, that the National Municipal League express its deep regret at the withdrawal of Mr. Hughes from active service in this organization, and, at the same time, its gratification that he has been given this additional opportunity for distinguished public service, and its thanks and appreciation for the contribution he has made to the cause of better government.

⚜

Baldwin Prize Contest Judges Appointed.—A number of essays were submitted in competition for the annual Baldwin prize contest. The following have been appointed as judges of the essays submitted in competition this year: William C. Beyer, Philadelphia Bureau of Municipal Research; Professor Morris B. Lambie, University of Minnesota; and Professor Frederick H. Guild, University of Kansas.

RUSSELL FORBES, *Secretary.*

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EDITORIAL COMMENT

Dykstra to Manage Cincinnati

As announced by Mr. Bennett in the Notes and Events department of this issue, Colonel C. O. Sherrill has resigned as manager of Cincinnati in order to accept the vice-presidency of a grocery firm at a salary so much larger than the city was paying him that his friends could only advise him to accept. His successor will be C. A. Dykstra of Los Angeles. Mr. Dykstra is a member of the council of the National Municipal League and one of the country's outstanding experts in municipal government. Cincinnati is assured an administration by a man who thoroughly understands municipal problems and the principles of manager government. "Dyke's" large circle of friends will be gratified at his appointment, and the REVIEW wishes him unlimited success in his new field. He has been serving as professor of government at the University of California at Los Angeles and as director of personnel and efficiency in the Los Angeles water and power department.

*

Census Returns Emphasize Growth of Metropolitan Regions

It is too early to report figures, but the returns of the 1930 census thus far announced confirm the generally accepted belief that the last decade has witnessed a distinct decentralization of population in and about our cities, both large and small. Numerous cities are face to face with the disturbing realization that their population estimates of the last few years were over-optimistic and that their rate of growth has been retarded by the drift to the suburbs. Borough President Miller announces that Manhattan is losing residents at the rate of 65,000 per year. Alarmed by this decrease, he has persuaded twenty-five builders to join him in a program of apartment-house construction, with rooms at moderate rentals, to stem the migration of the "white collar" class to the less populated boroughs and towns. Estimates are that Manhattan now provides homes for 700,000 fewer persons than in 1910.

The decentralization which is taking place is of a new type. People seem still to cluster around the large cities. Urban life on a large scale continues to have its attractions. From the standpoint of the nation, therefore, population is proceeding towards centralization; but from the standpoint of the individual cities, population is decentralizing. More and more people are demanding and receiving the combined benefits of city opportunities with the amenities of lawns and open spaces which were denied in former generations to city folk not blessed with great wealth.

Regional Governments Being Considered in New Jersey

The New Jersey state legislature in 1929 created a state regional planning commission to study the problem of metropolitan government in the state, particularly in the North Jersey area. Its report to the 1930 session was accompanied by a bill dividing the state into four regions and setting up a district government in each region with power to undertake public works on a regional scale. The eight counties in northern Jersey were organized into the North Jersey district. Other regions were the Atlantic district, the South Jersey district, and the Delaware district. For North Jersey and South Jersey the plan was made compulsory, but in the other districts regional government was not to go into effect until accepted by vote of the people.

In each district the governing body was to be composed of representatives chosen on a county basis (one from each county in the district) who would, in turn, select an executive with powers similar to those of a city manager in an ordinary community. The district commissions were to be bodies of delegated power with authority over such matters as regional planning, water supply, drainage and sewage disposal, rapid transit, and reclamation of meadows. Taxing powers, including authority to levy special assessments and to create special tax districts, were conferred upon them. The bill failed in the legislature, but the planning commission will continue to work and it is hoped that after a year of public discussion the next legislature will see fit to adopt its recommendations.

The North Jersey region contains a population about equal to that of the city of Chicago. Its government is divided among more than 220 political units. The need of the area for a common government has been amply demonstrated in the failure of past efforts to provide adequate facilities for rapid transit, sewage disposal, traffic, and water supply. The plans of the transit commission for a regional system of rapid transit tying up with New York City have come to naught because of the failure to solve the difficult problems of planning and finance arising from the chaos of local governments in New Jersey. Everyone who has given the matter the slightest consideration is convinced of the necessity of a super-local government able to launch a unified offensive.

The Wanaque water supply system, which was inaugurated the other day with so much official ceremony, is a practical demonstration of the weakness of intermunicipal coöperation as a method for securing urgently needed services. This twenty-million-dollar project presented no technical difficulties, yet it was accomplished only after years of vacillation and inefficiency. Because of constitutional difficulties the district water supply commission, which represented eight municipalities, had no power to levy taxes or issue bonds but was dependent upon funds supplied by the municipalities involved. No step could be taken except by mutual agreement. Had it not been for the size of Newark and its ability to proceed, if necessary, without the coöperation of the others, it is doubtful if the project would yet be more than a paper plan.

Intermunicipal coöperation has a pleasing sound but in practice works about as expeditiously as a naval disarmament conference. New Jersey is playing the part of wisdom in striving to set up regional governments commensurate with regional needs.

*

Bureaucracy, Democracy, and Tyranny

Years ago a wise thinker foretold that when popular government had been attained it would

prove to be more tyrannical than absolute monarchy. There is perhaps enough truth in this prophecy to constitute a warning. The danger arises partly from a tendency to accept the will of the majority as the ultimate moral sanction, but more particularly perhaps from the sense of security against tyrants which universal suffrage encourages.

Traditional American opinion, evolved before the day of mass propaganda, held that the way to preserve free government was to entrust administration only to amateurs. Avoid an office-holding class. Preserve the long ballot and keep the turnover in public office high. "Anyone who is not fit for the gallows is fit for any office to which he can be elected."

The American system has developed the politician's trade to high efficiency, but has consistently denied us participation in the advantages of a trained civil service. The choice seemed to lie between inefficient democracy and efficient bureaucracy, and Americans accepted the former without attempting to resolve the dilemma. Today the city manager plan represents the leading conscious effort in this country to reconcile administrative skill and democracy. A study of the political arguments in campaigns for manager charters reveals how great a break the manager theory makes with the past.

Writers on civil service place great hope in professional officials. They usually give high praise to the English civil service and assert that its experience demonstrates that we can have both efficiency and democracy. The cabinet supplies the democracy; the permanent officials contribute the efficiency.[1] But the permanent officials are efficient because they are independent of political control, which means that in large measure they control their political superiors. Some would say that in reality England is "being ruled by a trained and skilled bureaucracy accountable to no one." This, however, is a figure of speech not to be considered too seriously. Certainly the professional in government, to be useful, must be allowed a wide range of independence, unhampered by excessive interference of amateurs.

But, on the other hand, the Chief Justice of England has doubts which he has not failed to express in heated and oratorical language.[2] In his opinion the English civil service has produced a despotic bureaucracy which has displaced the parliamentary minister and even Parliament itself from the driver's seat. Both Parliament and the courts have been defied by the zealous professional who knows the details and has a clear idea as to what he wants to accomplish. Lord Hewart is aroused because Parliament has delegated such wide legislative and judicial powers to the administrative departments, bureaucracies which work in secret and are on the job day and night. The fact that they are composed of able and well-intentioned men is no defense for the system, he asserts.

It is true that the power of the administrative departments of the English government has increased out of proportion to anything which has taken place in the United States. In some cases they have been given power to change statute law by administrative

[1] See particularly R. MacGregor Dawson, *The Civil Service of Canada*, Oxford University Press, 1929. This book is an admirable history of the growth of the merit principle in Canada thrown against the background of English experience. American readers will be particularly interested in the author's criticisms of the 1919 classification plan introduced into Canada by American experts.

[2] Lord Hewart of Bury, *The New Despotism*. New York: Cosmopolitan Book Corporation, 1929.

regulation. Rules and orders are permitted to take effect "as if enacted in this act." The courts have been ousted from their proper place, thinks Lord Hewart, by being denied power to pass upon the validity of administrative acts. Thus, in certain cases, condemnation of private property is purely an administrative function, the power of the department being final without appeal to the courts. Of course nothing like this is legally possible in the United States.

Lord Hewart recognizes that the legislature is not up to handling the vast amount of detail itself, but feels that dangerously broad discretionary powers have been conferred without adequate controls. His suggestions for bettering the situation, however, fail to inspire confidence. Even if professional civil servants can be called bureaucrats (an evil-sounding word not always accurately used), their superior ability to politically chosen officials is unquestioned and modern government cannot survive without them.

In the United States the struggle still is to secure proper independence and continuity in office for executive officers. The manager plan works best when the manager is given free play within the scope of his functions, and this can be done without sacrificing one bit of popular control. As advocates of the short ballot know, the manager plan is the most easily controlled form of popular government. But the manager must be free from petty interference by a meddlesome council if he is to be adequately controlled in larger matters. Professional dignity and professional efficiency demand this freedom and the American people need have little fear that they will become slaves to bureaucrats. The graver danger is that they will continue to be the unwitting victims of an outworn theory of democracy which makes municipal government both slovenly and wasteful. If this occurs, democracy will be tyranny indeed.

*

Weaknesses of Reformers

"Reform movements are almost always of a temporary character. There is a certain inherent weakness in an unbossed organization. First, those who lead it may not be wise and shrewd. Idealism is not always combined with common sense. In an independent group, there may be as many 'generals' as in the Mexican Army. Moreover, the paladins in this company are not dependent for their livelihood upon the success of their venture and, being unbossed, are likely to be uninformed, to have serious differences of opinion, and to engender dislikes for those engaged in the same movement which occasionally result in as much internal warfare as opposition to the enemy. Also, the citizen who takes up arms, often because of some special outrage affecting him or his, in the course of time forgets what aroused him or becomes weary and returns to the ranks of the indifferent or terrorized." (From "How Political Gangs Work," by Murray Seasongood in *Harvard Graduates Magazine*.)

*

The many friends of Professor Thomas H. Reed will be grieved to learn of his serious illness following a collapse in St. Louis, where he has been engaged as consultant to the City-County Consolidation Committee. Several blood transfusions were necessary, but he is now reported out of danger, and the REVIEW hopes for his rapid and complete recovery.

HEADLINES

A DETROIT law providing for seizure and impounding of automobiles parked in violation of traffic rules was held unconstitutional by Judge Ralph Liddy in Common Pleas Court. Thousands of cars were towed away in the past eight months, owners paying $3.00 each for release. Another source of revenue gone!

* * *

New York City, home of so much that is biggest and best, will soon lead the world in another line. The world's largest activated sludge plant will shortly be constructed on Ward's Island at an estimated cost of $20,000,000.

* * *

The Chicago delegation to the special session of the Illinois state legislature has pledged itself to block the state income tax until downstate members of the legislature agree to reapportionment.

* * *

Petitions have been circulated in Michigan asking a referendum vote on a proposed constitutional amendment making reapportionment of state legislative districts mandatory after each decennial census. In Detroit Mayor Charles Bowles has requested city department heads to circulate the petitions.

* * *

Philadelphia women are making a door-to-door drive to obtain membership for the City Charter Committee which is fostering a home-rule measure in the legislature. The bill would permit citizens of Philadelphia to vote upon a change to the city manager form of government. A similar proposal failed of passage last year.

* * *

The manager plan will be presented to the voters of Oakland, California, as a clear-cut issue at its election in August. Proposed charter amendments deal solely with the administrative branches of the city government as they are related to the office of city manager. There is no change in the civil service status of any city employee or in the status and functions of present boards. Proponents of the manager plan do not want to hear any tunes played in minor keys during the election!

* * *

New Jersey voters will soon pass upon the Pierson $100,000,000 bond plan for public improvements. Bonds would be issued as follows: $65,000,000 for highway rights of way, bridges, viaducts; $18,000,000 for grade-crossing elimination; $10,000,000 for institutions and agencies; and $7,000,000 for the acquisition of public water-supply lands.

* * *

A graduated gross sales tax on retail merchants was adopted by the Kentucky legislature recently. The rate of the tax follows: one-twentieth of 1 per cent of the gross sales of $400,000 or less; two-twentieths on the excess of the gross sales over $400,000 and not exceeding $500,000; five-twentieths on the excess over $500,000 and not exceeding $600,000; eight-twentieths on the excess over $600,000 and not exceeding $700,000; eleven-twentieths on the excess over $700,000 and not exceeding $800,000; fourteen-twentieths on the excess over $800,000 and

not exceeding $900,000; seventeen-twentieths on the excess over $900,000 and not exceeding $1,000,000; 1 per cent on the excess over $1,000,000.

* * *

Failure of the single tax to provide sufficient revenue without placing an undue burden on any particular section of the community is the reason given for the decision of the North Vancouver, B. C., city council to place a tax on improvements.

* * *

Clarence A. Dykstra, professor of government at University of California, southern branch, and director of personnel and efficiency of the Los Angeles water and power department, has been chosen to succeed Colonel C. O. Sherrill as city manager of Cincinnati.

* * *

San Francisco does not know what its legal debt limitation is. Estimates range from $44,000,000 to $106,000,000. The difficulty comes in the interpretation of the phrase, "all real and personal property in the city and county subject to taxation for city and county purposes" in a charter amendment adopted in 1926 which fixes the debt limitation at 12 per cent.

* * *

Rhode Island has followed Connecticut in placing the taxicab under state regulation. To fix rates, specify service, and stipulate equipment needed, are the powers given to the state utility commission.

* * *

The use of aerial photographic maps by the state highway department of Michigan has been found to be practical and to cost far less than surveys by land crews, in addition to saving a great deal of time.

* * *

H. F. McElroy was reëlected city manager of Kansas City by unanimous vote of the council.

* * *

The Philadelphia city hall has not been inspected for sanitary purposes within the memory of any of the officials of the bureau of health, according to newspaper reports. Dr. H. A. Cairns, health director, in reply to charges that it is a "vile and smelly hole," says he has "lived" there for thirty years and never has seen any reason for having the building inspected.

* * *

After five years of experimentation, Detroit has definitely abandoned the old-style cell block prison for its misdemeanants and will house 80 per cent of them in barracks located on a large farm twenty-five miles from the city hall. Approximately 20 per cent of the prisoners, consisting of the more unruly, drug addicts, and the diseased, will be taken care of in a small cell block prison, to be erected shortly at the same location.

HOWARD P. JONES.

A POLICEMAN'S LOT

AN APPRAISAL OF GROVER WHALEN'S *TOUR DE FORCE* AS POLICE COMMISSIONER OF NEW YORK CITY

BY JOSEPH McGOLDRICK
Columbia University

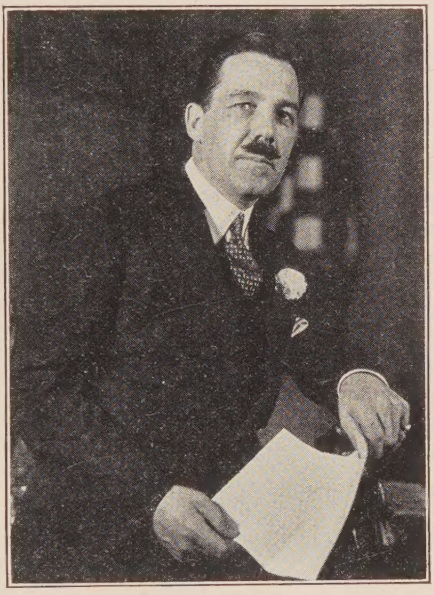
Measured by column inches of publicity, Grover Whalen was a great success as police commissioner of New York. :: :: :: ::

THE police have been a perennial problem with Tammany. The genial Walker has not escaped it. We find him now sending his third commissioner into exile. The belligerent McLaughlin, the bewildered Warren were followed by the be-spatted (or bespattered) Whalen. Misfortune met him in the hour of success. With the whole city at his feet he found himself fallen from his chief's good graces. One would hesitate to say, however, that he falls never to rise again.

Whalen's was no obscure figure when the combined circumstances of the Rothstein mystery and Commissioner Warren's nervous collapse called for a successor. Burgomaster Walker, perhaps not without misgivings, summoned him in a moment of public, or at least political, emergency. There was an election ahead and while the outcome could hardly be said to be in doubt it would have been rash not to have heeded public clamor. Whereupon Grover Aloysius Whalen was summoned from the marts of drygoods to solve a great murder mystery, or, at least, create a diversion.

THE GREAT GREETER

More fastidious and faultless in dress than the flashy Walker, more businesslike and more attentive to details, and perhaps an even more consummate showman, it was inevitable that Mr. Whalen and his chief would



Wide World Photos
GROVER A. WHALEN

clash. Mr. Whalen was no man to play second fiddle; nature had cast him for a lead. Entering public life as an obscure campaign assistant to Mayor Walker's predecessor, he had been quickly promoted to secretary to the mayor and thence to the leadership of the newly formed department of plant and structures. So boundless was his energy and so bottomless his appetite that he was on a fair way to swallowing half the departments of the city government, so that even the none-too-perspicacious Hylan perceived the menace to his own renomination and arranged

his first retirement from public life.

He had made the most of his opportunities, however, and had acquired some wealthy and influential friends, among them Rodman Wanamaker, who placed him in charge of his huge department store. Whalen continued in the public eye as chairman of the mayor's committee on the reception of distinguished guests. The World War and the years following brought imposing delegations of premiers, princes and potentates, not to mention cardinals, channel swimmers, and conquerors of the air. The urbane Whalen became a past master at this ritual. It was he who prescribed the striped pants and spats for the aldermen on the occasion of Queen Marie's arrival. Ever the efficient Grover was on hand, his sleek top hat shining in the sun, his gay gardenia and his smile of civic welcome. Stenographers and shopgirls ah-ed and oh-ed as the cavalcade of limousines and motorcycles whizzed up Broadway amid a shower of ticker tape and torn telephone books. And always the radiant and familiar face of the great greeter himself.

ENERGY AND COURAGE

He went at his new job with equal energy. Having been appointed to clear the Rothstein tangle, he presented us within a month with a traffic plan for the theatre district. It was a bold plan boldly executed. In the area between 39th and 53rd Streets and between Fifth and Ninth Avenues no turns, right or left, and no parking were to be permitted. This great traffic drama opened, S.R.O., with Whalen in the stellar rôle. There were some hisses from a gallery of taximen, restaurateurs and shopkeepers, but they were drowned in the volume of applause. With some necessary cutting and fixing, the piece bids fair to outdistance *Abie's Irish Rose*. Its author, encouraged by the public's reception of this offering, has staged similar triumphs in Central Park, the Grand Central zone, and downtown Brooklyn. It would be ungracious to suggest that some of the credit for these successes belongs to an able deputy who had been devoting much thought to these problems before Whalen appeared upon the scene. But to the latter must go full credit for the daring manner in which he put them over.

Whatever his shortcomings, Whalen has had the courage to do things. Sometimes he has acted rashly and found himself forced into ungraceful retreats, but he contrasts with our popular mayor in his readiness to undertake things and in the celerity with which he got them done.

NEW CRIME BUREAU A REAL ACCOMPLISHMENT

Potentially, the biggest contribution of his brilliant year and a half is the crime prevention bureau. Some efforts in this direction had been made fifteen years ago, but they were quite forgotten. The state crime commission was conscious of the need. Several of its members sold Whalen the idea and worked out the details for him. They were somewhat surprised at the eagerness with which he took it up and even more astonished at the speed with which he filled the papers with publicity about it. The new bureau, headed temporarily by an able and experienced social worker, will be primarily concerned with dance halls, pool rooms, and the neighborhood conditions in which boys and girls usually form their first entangling alliances with crime. Every effort will be made to coöperate with social agencies in the field. The entire corps of police women has been transferred to this bureau and a special force of men is being recruited for it. The work is off to a good start.

the black hussar
as sketched by wm. van dresser,
portrait painter and art editor, alley up,
february 21, 1930

"the door opened and he strode in—bronzed, virile, clad in somberly brilliant black with a touch of red . . . i sensed the energy and authority which fairly radiated from the man. . . . the finely formed head with its sleek black hair, massive chin and piercing celtic eyes, the muscular figure with its military carriage, the polished, contained bearing . . . all conveyed limitless capability and resource and the irresistible power of law and government . . . i felt as if the whole strength of the new york machine of law and order was present in the room.

"and the black pajamas—they seemed like a uniform symbolic of grim duty and civil power . . . i thought of black hussars, great military commanders. . . . grover whalen is the most inspiring subject i have ever drawn."—*Spring 3100*, March, 1930.

DEPARTMENTAL MORALE

More certain to endure is the improvement of departmental morale which has characterized the Whalen régime. Such details as fresh paint and smart uniforms are more important than they seem. The abolition of irksome reserve duty which he replaced by fourteen glittering emergency cars laden with riot guns, axes and tear bombs, and manned by special helmeted crews, ready at any moment of the day or night, to dash where duty or disorder call, offered an opportunity to combine display with the gratitude of the force. Police quarters have a new tone. Coats are buttoned, men stand erect; there is less of the air of time-killing and banter. Courtesy cards were tacked up everywhere, in sound department-store tradition, announcing that "Courtesy is derived from kindness" and extolling its other attributes. Even a cafeteria! And a house organ, *Spring 3100*, full of newsy notes about Bill This and Joe That and the inevitable pictures and pious platitudes of the boss.

The new *esprit de corps* is a strange concoction of department store civility and military discipline. The commissioner when he is not thinking of himself as an executive likes to think of himself as a Napoleon. A bronze figurine of the doughty Corsican adorns his desk. He has done much to give the department a military tone. He delights to think of crime as a war and the criminal as an enemy. He has the military man's impatience with civil rights and civil procedure. For him, the enemy of society has no rights.

A COLLEGE-TRAINED FORCE

A training school had been set up twenty years ago. It was a modest enough affair conducted in the old gymnasium. The imagination and genius of Whalen changed it into a college. A seven-story loft building across the street was acquired. The commissioner persuaded several motor-car manufacturers to donate expensive working models for instruction. Others gave equipment for a permanent traffic display. Classes in mechanics, ballistics, the law of evidence, and the courtesy of the highway were formed. The ninety-day course for recruits was developed and enriched. Other courses were added for detectives and those planning to take promotion examinations for higher license. Five hundred sergeants are in training to be lieutenants and 6,000 patrolmen to be sergeants. Mr. Whalen, we are told, would like to expand the curriculum to include history, human relations and sociology as well as law, psychiatry, traffic regulation, and the conduct of an officer. This is Mr. Whalen's proudest achievement. So well is this job done that one may forgive the hiring of a Chicago advertising firm to prepare its publicity.

AIRPLANES

And then the busy commissioner bethought himself of the "firmament" and he reared back and "passed another miracle"—an airplane patrol. Rodman Wanamaker, Jr., selected some promising applicants who were promptly enrolled in a flying course. The new service has already been inaugurated with befitting publicity. Its utility in practical police work has not been precisely explained, but three of these planes, immaculately new, mounted on huge trucks, rode in the great police parade.

This grand pageant was offered on April 26 as the crowning spectacle of the commissioner's police career. Six thousand of the city's force of thrice that number marched from the Battery to the reviewing stand in Central Park. They featured all the trappings of modern police technique. There

were mounted motor and motorcycle squads, police dogs, riot wagons and black marias (painted a less gloomy green). A battalion of fusiliers with gleaming steel helmets and glistening bayonets revealed the city's challenge to revolution. Several hundred police collegians in gray sweaters and blue bérets marched by singing the Maine University *Stein Song*. And thousands of stalwart cops led by portly lieutenants.

RUMORS OF RETIREMENT

It was a great parade. But there was a note of suppressed sadness. The mayor's solicitous physician and sewer commissioner had ordered him to bed the day before to rest his nerves, and the announcement indicated that he would be so confined until after the day of the great testimonial dinner when the leaders of commerce in the city were to place their verbal tributes at their hero's feet. Rumors were already abroad of the Whalen retirement. They had persisted for several months. They seemed to come from city hall, for the commissioner angrily denied them or remained silent. By the time of the banquet it was no longer a secret that the absence of the mayor was due as much to his attitude as to his illness. The Mayor sent an unusually cordial and commendatory note, but the editor of the *New York World* unhesitatingly pronounced it "applesauce." Twenty-five hundred of the great and near-great assembled to hail Citizen Whalen. The pundits of big business in the city declared themselves well pleased. It is one of the ironies of modern life that these ponderous giants of commerce should be so genuinely impressed with publicity and a pop-gun performance.

WHAT ABOUT POLICE ACTIVITIES PROPER?

The foregoing narrative has emphasized, as did indeed our hero, the more spectacular features of police work. It is noteworthy that he retained as deputies two former newspaper reporters and appointed two others as his secretaries. But in the soberer business of routine police administration and the catching of criminals Mr. Whalen was less conspicuously successful. Within the first twenty-four hours of his incumbency he had demoted or dismissed a dozen of the important officers of the department and abolished the special service squad. The latter has been a hardy perennial in the department. Always a source of dissatisfaction, every new commissioner promises to abolish it, but he soon finds himself forced to recreate it. With Whalen it soon reappeared as the secret service squad. A hundred operatives, known in the best fiction tradition only by numbers, are to steal their way into the confidence of the racketeers and the communists. Years hence when they have reached the inner shrines of these strangely dissimilar foes, they will thumb their vests and reveal their badges. And the kingdoms of the ungodly will crumble.

One day the *New York Telegram* conceived a particular hatred against those "speakeasies" which were selling poisonous liquors. Whereupon Mr. Whalen inaugurated a campaign of fixture-smashing. He had to be reminded that there was scant legal sanction for this. But he still clung to the notion that there are "good speakeasies" and "bad speakeasies." He announced that there were 32,000 in all and that his men would raid those which were gangsters' hangouts. Several hundred small fry of gangdom were corralled one weekend and a dozen or more sentenced for vagrancy; and that was that.

Strong-arm methods appealed to him. He urged the liberal use of the night-stick in the good old-fashioned way. He tolerated the "third de-

gree," participated in it, even boasted of it. In his busy round of informal talks he frequently chuckled over such refinements as the putting of an uncommunicative prisoner in a cold room in mid-winter without clothing to loosen his tongue. The bar association showed signs of stir at these practices and mentions of them became fewer. But it was an open secret that the commissioner had no objection to the continuance of these and other he-man methods.

COMMUNISTS

Mr. Whalen's handling of communist troubles is typical of what was best and worst in his police career. The thing began in police brutality which resulted in a young communist striker's being shot by a detective. A mass protest at City Hall was roughly handled, but the great throng which attended his funeral amid much publicity was not molested. Coming just before the communist unemployment demonstration, these events added great popular interest to the Union Square rally. Whalen and his men were on hand in great force. Under their chief's approving eye they slugged communists and bystanders with equal zeal. Whalen thought it a huge joke. He described to reporters how he chuckled when he saw one of his *agents provocateurs* being beaten by his police. When the story appeared in the papers he denied he had said it, but neither he nor the paper followed the matter up. Then he announced that he was preparing a huge blacklist of communist sympathizers to furnish employers — indeed many were already coöperating. Surprised at the indignation this aroused, he again protested that he had been misunderstood.

As if there were not enough prospect of trouble on May Day, he issued a permit to the Veterans of Foreign Wars to use Union Square, and their leader promised that they would appear with helmets and bayonets full of punch and patriotism. The stage was being set for a bloody encounter. Sober leaders of the town became alarmed. A flood of protests poured in on him. The plans were hurriedly revised; the veterans were hurried into the Square before one P. M. and away before two; then forty thousand communists marched to the Square between solid phalanxes of police and great hordes of gaping spectators, without the tiniest fuss or rumpus. The commissioner's face was saved and a good police job was done. The net result was to give the communists, between March and May, fully ten times the newspaper space they would have been likely to have been accorded. The episode ended with Mr. Whalen hurrying to Washington with some startling exposures his secret operatives obtained from sources which he was unwilling to reveal.

TAXICABS

A bear for punishment, Mr. Whalen had already invaded the taxi hornets' nest. Twenty thousand of these insects buzz in the city's streets daily. Of course, they are a traffic problem. But Mr. Whalen was interested in more than that. His aesthetic heart was set on having the drivers garbed in neat dusters and caps. A friend stood ready to supply this equipment in accordance with the Commissioner's new edict. But the courts thought otherwise . . . and if you have any friends in South America or China who want to uniform a revolutionary army, I know where you can get some uniforms cheap. Unabashed, the commissioner persuaded an indulgent board of aldermen to give him an ordinance increasing taxi fares. For ten long ominous days the ordinance lay on the mayor's desk; then he snapped up his pen and vetoed it. He said not a word, but his act spoke vol-

umes. To his last day in office the commissioner clung to his opposition to low-priced cabs. There has been a smoke and odor to the whole affair hardly due to the mere combustion of gasoline.

A DUMB ACT PROMISED

At length the mayor received the eagerly awaited resignation. With befitting expressions of reluctance he hastened to accept it and promptly announced Mr. Whalen's successor. The latter is an old-fashioned police officer, thirty-four years on the force. As a friend of the mayor's told the *Times* reporter, "The mayor had to find a man who was tongue-tied. You can't have a banjo act followed by another banjo act. You'd have to have a dumb act, acrobats, dogs, or jugglers."

The next day the mayor at the installation of his new commissioner saluted him: "No matter where one turns in an investigation of you it becomes highly pleasing to learn the record that you have made with such an innate constitutional modesty, self-effacement, and without any ideal or objective apparently in view but the fulfillment of your official obligations in the service of the people of the city of New York."

To which the appointee responded: "With your whole-hearted support and advice, which I know you will give and which I will frequently seek, I have no hesitancy in saying that I will administer the affairs of the police department to the entire satisfaction of yourself and the people of our city."

Whalen had been industrious. He had striven hard for publicity and public good will. He literally worked night and day. No invitation to speak was spurned. No suggestion was rejected if the tiniest news story would be pegged to it. Surely such display of diligence and devotion is uncommon enough among officials of our great cities. Some otherwise rational people, however, have concluded from this performance that Whalen would make a wonderful mayor. This overlooks his appalling disqualifications. He has a meager understanding of community problems. He caught the real essence of very few of the things for which he claims credit as police commissioner. He is impatient with criticism, impetuous and contemptuous of civil rights. It is true that where others have been cautious or cowardly he was headlong and headstrong, but where judgment and balance are required he had only bluster. When we asked for bread, he gave us a circus.

WOMAN SUFFRAGE AND THE FRENCH MUNICIPAL ELECTIONS

BY R. K. GOOCH
University of Virginia

Because of the part played by municipal councils in the selection of senators, local elections in France involve the suffrage issue. ::

THE year 1929 was municipal election year in France. A law passed just previous to the elections having extended the terms of communal councils from four to six years, the next municipal elections will take place in 1935. At that time, the members of communal councils will again be elected on the

same day in nearly forty thousand communes. First among these communes is, of course, Paris; but, at the other extreme, certain communes are the merest hamlets of a few families. The majority stand closer to the latter than to the former, for something less than eight hundred communes have populations of more than five thousand; but it is not difficult to understand that polling on such a scale is a momentous event in the politics of the country.

In retrospect, however, the elections of 1929 do not loom particularly large. This is not to say that the elections were not at the time attended with interest. The political parties advertised their municipal platforms and exhorted their members to vigorous action; while the press reminded the citizenry of its duty to interest itself in the issues and to vote. Election day was in general uneventful, though it is not surprising that in a few instances local battles, attacks on ballot boxes, and the like were reported. By way of aftermath, a certain amount of interest was aroused by the discovery and adjustment of a curious conspiracy by which the mayor of Lille had been defeated; and the press naturally gave considerable space to the situation in Lyon and to the remarkable circumstances by which M. Herriot unexpectedly retained his mayoralty there.

Even before the elections, certain members of the Grand Press insisted that it would be impossible to draw any general conclusions from the results; and when the returns were all in, these journals insisted that they had been right. They were constrained to admit, however, that in certain areas, for example, more especially in Alsace and Lorraine, universal suffrage expressed definite convictions; and the press of the Left insisted that the country as a whole showed a decided tendency to move away from the Right. They attempted to prove this by their own figures, for they insisted that the statistics of the ministry of the interior were inaccurate. After a not altogether dignified controversy between M. Tardieu and the Secretariat of the Radical and Socialist-Radical Party, both sides rested on their positions.

POSTERS ENLIVEN THE CAMPAIGNS

Not the least interesting aspect of a French municipal election is the use of posters by candidates, jokers, and others who feel concerned. In accordance with law, rectangular board panels of some four by six feet are suspended from trees, walls, and other points of vantage at such frequent intervals that one cannot, in Paris or the provinces, proceed far without encountering a group of these panels. To them are attached posters of great variety. Whether they have any considerable effect on the outcome of the elections, it would be difficult to say. In any event, a certain number of curious individuals read the posters with various sorts of interest; and four years ago, following the last municipal elections, a learned American professor of political science published in a learned review dealing with municipal affairs, a learned article on the use of posters in French municipal elections.[1]

For the elections of 1929, a prize for the most striking posters, if awarded by a casual observer, would almost certainly go to the ladies who so seriously and ably support the cause of woman suffrage in France. These elections could not fail to call forth some of their best effort.

In French theory, as students of political science know, agents and councils of local government are all

[1] Robert C. Brooks, "Paris Gayly Chooses a Council," National Municipal Review, Vol. XIV, p. 525.

considered administrative in character; but although most of these agents are appointed by the central government or by local agents themselves, several sorts of councils, including communal councils, are popularly elected. This in itself is enough to assure a certain political complexion to these councils; and this complexion is heightened by the fact that, in spite of theory, the councils are given a definitely political function: their chosen representatives form such a considerable proportion of the senatorial electoral colleges that Gambetta thought of the senate as the great assembly of the communes of France.

THE ISSUE OF WOMAN SUFFRAGE

Since the war, the chamber of deputies, directly elected by the people, has on several occasions expressed itself as favorable to the extension of the vote to women. The senate, indirectly elected by special electoral colleges, has not followed this lead. On one occasion, a bill was passed in the popular assembly granting the vote to women in all elections. The senate, in spite of various sorts of pressure, quoted Tacitus concerning woman's proper position and refused even to discuss the chamber's measure. The chamber, on another occasion, voted to extend the suffrage to women in municipal elections; but the senate, with no regard for a promise made by M. Poincaré in 1927 that the government would support a measure of this sort in the upper house, has twice voted against calling the matter up for debate, the last time in 1929.

There is little wonder that the ire of the women and of their several strong organizations is directed against the senate. When there is added the fact that the municipal councils elected in May, 1929, with their term increased from four to six years, will through their delegates participate in two senatorial elections instead of one, the interest of the suffragists in the municipal elections is even more easily explicable.

The experience of many countries has shown that woman suffrage is a question on which it is peculiarly difficult to join square issue. In France, there is encountered the same complexus of inertia, prejudice, and argument good and bad out of the welter and cross-purpose of which woman suffrage has emerged wholly or partially successful in most civilized countries. French women in their propaganda do not fail to deal by advocacy or refutation with the various contentions on both sides; and, as an argument of fact and example, a striking poster shows a map of Europe where the few countries without woman suffrage are marked in black, and where amongst them France is the principal dark spot. The situation in France, of course, differs in degree from that of other countries; and it is perhaps not too much to risk over-simplification in a complex state of affairs to single out one important and interesting element.

THE RELIGIOUS ISSUE

Students of French internal politics are aware of the predominant part played by the religious issue in the affairs of the country. It is therefore not surprising to find that a strong force against woman suffrage, even in the minds of many who are otherwise favorable to the feminist cause, is the fear that undue influence would be exercised on women voters by the priests. The sober reflection that experience has shown that women usually vote like their husbands is largely offset by the contention that something like one-third of the women of France are without husbands. In any event, by what is a curious reversal in view of the past and of the situation

in some other countries, the clericals have organized and support a strong movement for woman suffrage. Such a consideration is of great weight in provincial France, especially in many rural areas. If one talks of tolerance to a politician from such a region, tolerance is merely construed by him to mean indifference; and history and everyday experience seem to him to require that he fight facts so vigorously as to leave little time or interest for theory. Part of the senate may be influenced by the account in the classics of woman's proper position; but the considerations just mentioned may be regarded as the determining factor with the upper chamber's considerable rural and radical element. At the same time, many anticlericals of an urban and industrial flavor, interested in and acquainted with laboring women, envisage the problem in a different manner. Thus, anti-clericalism is in a specific case subordinated to economic considerations; and these considerations, with time as an aid, are in the specific case likely ultimately to prevail.

COURTS RULE AGAINST WOMEN IN MUNICIPAL ELECTIONS

In the municipal elections of 1925, feminine candidates offered themselves in all the eighty quarters of Paris, and some ten communists amongst them were elected. Judicial decision, however, not only annulled these elections, but held that it is illegal for women candidates to offer themselves for election. With a certain amount of waste effort thus eliminated, the feminist attack has become more concentrated and direct. The practical aim of the feminists is everywhere apparent. They are interested in municipal councils favorable to woman suffrage because they are interested in a senate favorable to woman suffrage.

In France, where *enquêtes* are undertaken on nearly every conceivable subject, the suffragists have naturally not neglected this institution. A distinguished and able suffragist not long since pushed such an investigation right into the senate, the stronghold of anti-feminism. Her general conclusion would seem to have given to the strategy and tactics of the feminists their future direction. Without bitterness or rancor, she concluded that it was time wasted to try to persuade the majority of the present senate. The solution is to secure a different majority. It is a simple plan, and one almost certainly destined to be ultimately successful.

MANAGER CITIES IN ACTION

V. GRAND RAPIDS AND KALAMAZOO, MICHIGAN

BY ERNEST S. BRADFORD

Grand Rapids

Just as the kind of council-manager government which developed in Cleveland, Ohio, has been dubbed the "strong-manager" type, so that of Grand Rapids, Michigan, has been called the "strong-council" type. For the council has played a much larger part in all phases of governmental activity in Michigan's "furniture center" than in most of the other cities

whose executive head is called a manager. This is due, as it was in Cleveland, to the character of the first managers and the make-up of the first councils elected under the manager charter. Cleveland drew in W. R. Hopkins a strong, active, aggressive type of promoter-manager, eager to drive ahead, and willing to accept responsibility, while its first council lacked unity of leadership, initiative and civic foresight although some individual members had plenty of these qualities. As a result, Hopkins took an active hand in forming the policies of the city. Under the recently-appointed new manager this situation may possibly have changed. Cincinnati, on the other hand, exemplifies the community in which the council and the manager have each kept on its own side of the fence, the former fixing policies, while Manager Sherrill carried them out promptly and efficiently. Grand Rapids, Michigan, the third type, drew as its first executive the city manager of a nearby city, whose lack of experience and unwillingness to assume responsibility forced the council to take the lead. He resigned at the end of his first year.

"This was one factor which started the new form of government off on the wrong foot," said the editor of the Grand Rapids *Herald;* and the second manager, Fred Locke, a local man, who had been a department head under the first manager, was content to let the council continue to carry the lion's share of responsibility. An additional reason for this situation is the peculiar provision of the city charter under which the council (commission) is given power to appoint the city attorney, city clerk, the city treasurer and three assessors; while to the manager is delegated the appointment of the heads of the other departments, public service, public safety, public welfare, and the purchasing agent. The manager's power of appointment is thus more limited than under many other manager charters, and the vesting of both "legislative and administrative powers" in the commission (council) seems to have been an additional factor in restricting the initiative of the second manager.

The manager form displaced in Grand Rapids a mayor and twenty-four councilmen, two from each of twelve wards. Ellis, a picturesque mayor in the latter years of mayor-council government, held office for ten years and was popular except with those who looked askance at his former record as gambler and race-track man. The manager charter became effective in May, 1917, and Locke, the second manager, held office for eleven years, from May 1, 1918, to May 1, 1929.

The city commission, as the council is called, consists of seven members, one of whom is elected as mayor. At first, all the commissioners were elected at large, as is generally the case in manager cities, while the mayor was selected by his colleagues of the commission or council. More recently the charter was changed to provide for the election at large of the mayor-commissioner, while two councilmen are elected from each of three large districts, the argument being that in so large a city—Grand Rapids had 137,000 population in 1920—some local break-up was desirable without returning to the evils of the old small-ward system.

The commission carries on its work by means of two principal committees, one on legislation and the other on administration. These two committees take the place of thirteen under the old form. The commission meets on two evenings a week, Monday and Thursday, and each member is paid $1,200 a year, while the mayor who is

the ceremonial head of the city, presiding at banquets and extending the official "glad hand" to all comers, receives $1,500. On the evening on which I attended the council meeting, the mayor was absent from the city hall, welcoming the Grand Army of the Republic at a nearby auditorium. The council meeting was businesslike and orderly. Pending business was dispatched promptly; the complaint of two citizens who appeared in respect to a street grade was referred to the city engineer, who was present, and who promised action on the following morning; and the meeting adjourned.

Inquiry as to the character and stamp of the councils elected under the manager charter disclosed the fact that higher grade men have been chosen, because of the non-partisan nature of elections. There were, however, some good men in the old council. The city is overwhelmingly Republican in National elections, but this did not prevent the election of Edwin F. Sweet, Democrat and assistant secretary of commerce under President Wilson, as one of the council. The smaller body and their non-partisan and businesslike methods have enabled the city to get a good many things done promptly which in former days had to wait months and years while logrolling blocked favorable action.

The rejection, some years previously, of a large tract of land, offered to the city by a woman of means as an addition to the city's park system was cited to me as an example. "This tract," said one of the council, "was offered us at $16,000, a very low sum for the ground. It adjoined John Ball Park, and would have made a valuable addition to that park, and a good connecting link with Lincoln Park nearby. A number of ward councilmen opposed the plan, on the ground that their constituents were against adding any more land to John Ball Park until park facilities were provided for their own wards. There was no one to look after the interests of the city as a whole and the plan to acquire the new park land failed."

Two important achievements under the manager plan have been the building of a viaduct across railroad tracks in the city, in meeting the cost of which both city and railroad coöperated; and the building of a large intercepting sewer on the site of the old power canal. These two long-delayed and much-needed improvements were proposed long ago, but could not be put through until the manager charter was in force, when with the active help of the mayor they were finally accomplished.

In the spring of 1929, George Welsh, a hard-headed politician who was formerly a member of the state legislature and lieutenant governor for one term, succeeded, after several years of fierce attack on the financial management of Mayor Swarthout, the city commission and Manager Locke, in getting four of the seven places on the commission filled by his supporters; and Welsh was then chosen manager in place of Locke.

In the spring of 1930, Swarthout lost the position of mayor by a narrow majority (13,308 to 14,222). His successor is John D. Karle, a former city commissioner who was known to favor Welsh, and two other Welsh-supported candidates were elected to the commission. This gives Welsh political control of the city. While nominally manager during the past year he has served as a "dollar a year" man, turning over his salary to his assistant manager.

This marks the entry of a new type of manager into a situation which neither the former manager nor the commission was strong enough or

sufficiently astute politically to control. After eleven years of manager government, a political chief has seized upon what seems to have been the financial weakness of the previous administration and has come into power on that issue. The strong-council type of manager government appears to have been replaced by the strong-manager type, and its development will be watched with great interest. Civic leadership seems to go to the man who understands best the political psychology of his electorate, whether he be called mayor, manager, or boss.

Kalamazoo

Kalamazoo, with 48,487 population in 1920, is a middle-sized city with manufacturing and farming interests—paper mills, stove works and printing plants, vying with celery-raising in the adjoining black-bottom lands. The city has diverse elements in both its population and its business activities, and has had a lively lot of activities in its governmental as in its commercial life. In the dozen years of its experience with council-manager government, since April, 1918, it has had four city managers, an election on changing back to the aldermanic form, which was defeated in 1921 by a vote of 2,328 for to 2,952 against, and two elections on the recalling of certain councilmen (commissioners). Neither of the two men was recalled.

The first man selected as city manager, Harry H. Freeman, had been trained in municipal affairs and had come to Kalamazoo as the paid secretary of the organization which was sponsoring the manager charter.

He proved to be a most capable executive, and was manager from April, 1918, until June 1, 1921, when he resigned to go to Europe as the representative of a large manufacturing company whose head had been prominent in the movement for the new charter. Clarence L. Miller, his assistant and director of public utilities, took his place as manager, and served very acceptably for four years until October 1, 1925. Then arose the Ku Klux Klan, and the third manager who came in on this issue had a stormy time, resigning after fifteen months of differences of opinion within the council and between council and manager. His place was taken by a well-known local man, Albert Ten Busschen, who had been formerly an alderman, and later assessor and city commissioner. He has been manager since March 1, 1927, and seems to have given satisfaction. I spent a day in Kalamazoo and talked with a number of well-informed men. There is no sentiment in favor of a return to the mayor-council form.

There are seven commissioners (councilmen) who replaced ten ward councilmen. The commission meets every Monday night, and transacts such legislative business as comes up. The manager's recommendations are sought and are given careful attention; the commission then acts as it sees fit. Contrary to the situation in Grand Rapids, it does not attempt to look after administrative details. These it leaves to the manager. A strong first manager, and a second, equally clear in his conceptions of the relations which should exist between manager and council, set a standard which has been followed ever since. "The manager," said Clarence L. Miller, the second manager, in a local statement made in 1925, "is hired to exercise his own judgment as an executive in accomplishing the policies formulated by the council, and to attain success in his employment he must decline to submit to dictation in matters for which the responsibility is solely his." Again, he said: "The city manager should deal

frankly and openly with the council as a unit, and not secretly with individual members, and similarly should foster a spirit of coöperation among all the employees of the city administration."

The list of accomplishments under the first seven years of manager rule is rather impressive, including the construction of eight and one-half miles of paving and six miles of storm and sanitary sewers, the installation of a budget system and a new accounting system, the provision of a purchasing agent, the purchase of one hundred acres of river-front property for park purposes and the construction of a public golf course, the renumbering of all buildings, completed in 1925, and in the same year the adoption of a city plan and a special zoning ordinance.

The most striking results of a general character were, I was told, the reduction of national partisanship in local elections, and the prompter and more businesslike proceedings of the governing body. There has been less harmony in the council than in Grand Rapids, partly because of the Ku Klux issue and partly on account of the greater divergence of opinion among the councilmen.

One of two efforts to recall councilmen took place closely following the war, when the heat of controversy was still in the air. One of the councilmen, Paul T. Butler, made certain remarks to which exception was taken by a considerable group, and it was attempted to recall him at an election held April 5, 1920. The public supported him, however, by a vote of 2,344 in favor of recall to 3,708 against. In 1924 occurred the second recall election. The chief of police had been accused of dereliction of duty, but was finally held to be innocent. One of the councilmen who had strongly supported the chief of police had stirred considerable feeling by his statement that he would not believe certain persons under oath. An effort to recall him was defeated at the election November 5, 1924, at which 5,136 persons voted to recall, and 6,266 voted against recall. The opinion of the city was that his offense was not serious enough to warrant removal from the office of councilman.

Any elective officer may be removed by recall under the provisions of the general laws of the state of Michigan, a 25 per cent recall petition being a first requisite. Referendum and initiative procedure may be used, in respect to ordinances, upon petitions, signed by 15 per cent of the "total valid ballots cast for commissioners at the last preceding regular election."

The relatively small vote cast in recent elections for councilmen was explained by a well-informed editor on the ground that the city government (council and manager) commands the confidence of the public to such an extent that there is little popular support of contestants for seats in the city's governing body (council and manager).

The original manager charter contained a provision for proportional representation somewhat similar to that in the Cleveland and Cincinnati charters, but after the first two years a court decision on a taxpayer's suit cast doubt on the constitutionality of this feature and the entire commission resigned, a new commission being elected without reference to proportional representation.

GOVERNMENT FOR THE ST. LOUIS METROPOLIS

BY ISIDOR LOEB

Dean, Washington University

The city and county of St. Louis, divorced for more than a half century, are interested in the possibility of a new union. Thus far, however, they have been unable to agree on the marriage settlement.

Long before the separation of the city and the county in 1876, difficulties had arisen out of the existence of a relatively large city in a county the greater part of whose area was sparsely populated. Divergence of interest existed between the urban and rural elements and conflicts in their common local political relationship were inevitable. It is a curious fact that what appears to be the first concrete manifestation of discontent came from the rural section where, in 1844, there was agitation for the complete separation of city and county. At that time the urban and rural populations were about equal, but the former was increasing far more rapidly than the latter. The movement led to the passage of a resolution by the legislature providing for a sense vote on this question at the next general election. Though the vote was limited to those residing in the county, outside of the city, there was a majority against the proposal and the matter was dropped.

The type of county government, designed for a rural population, was an element in the discordant relations of city and county. As a result repeated demands arose for changes in the form of county government and these secured legislative approval through the passage of at least five special acts during the period from 1841 to 1871.

Finally, in 1871, when the population of the city had increased to more than 310,000, or 88 per cent of the total, it gained control of the county board as a result of an act that provided for one member to be elected by each of four districts in the city and one member by each of two districts embracing all of the rural sections, with a presiding judge to be elected at large.

For a long time citizens of St. Louis had been dissatisfied with the two distinct systems of local government to which they were subjected. It was felt that this condition led to irresponsibility, extravagance, corruption, and political rings. While county government necessitated increased taxation upon residents of the city, the expenditures were largely for the benefit of that part of the county outside of the city. Thus, for example, about one-fourth of the county's revenue was used for roads and bridges in the rural districts.

NEW CONSTITUTION PROVIDES FOR SEPARATION

A demand naturally arose for the separation of the city and county and provision for this was inserted in the new constitution of the state adopted in 1875.

In the constitutional convention all proposals regarding St. Louis and St. Louis County were referred to a special

committee consisting of the delegates from that county and the plan agreed upon by them was substantially adopted. It provided for the election by the voters of the city and county of a board of 13 freeholders. This board was authorized to prepare a scheme of separation of the city and county, including an extension of the boundaries of the city, and to draft a charter for the city. This latter provision is the origin of the home-rule charter in the United States.

The two propositions were to be submitted separately to the voters, but both must be approved to give effect to either. For adoption the scheme of separation required a majority of the votes cast in the entire county, while the charter needed a majority of the votes cast in the city.

In determining the boundaries of the city the board took a middle ground between the views of some who were opposed to any expansion and of others who would have incorporated a large amount of additional territory in the county. As finally drawn, the limits were extended so as to embrace a total of 61 square miles, to include the parks and the adjacent territory and to reach the river at convenient points above and below the city.

While the city received all county buildings it assumed all of the existing county debt. Hence the new county, with excellent roads and bridges, a population of about 22,000, an assessed valuation of more than 21 million of dollars, no public debt and greatly reduced needs, would be in a satisfactory condition as compared with other counties in the state.

Under the new plan the city would be, for most purposes, a separate county though there would be no county court nor other county officials whose functions were purely rural or were being performed by city officials.

ELECTION HOTLY CONTESTED

The contest before the voters, which preceded the election on August 22, 1876, was spirited. The political party in control of the county and also the county officeholders were opposed to the scheme of separation, while the city political machine was in opposition to the new charter. The county outside of the city voted four to one against the separation. While charges of fraud were made, it is clear that most of the rural voters resented the plan whereby the county was deprived of nine-tenths of its assessed valuation. There is today some evidence of the survival of this sentiment.

In the city on the face of the returns both propositions carried, but the majority for separation was not large enough to overcome the adverse vote in the rural districts. Charges were made of wholesale frauds in certain city precincts. Judicial proceedings were instituted, and a recount was made by commissioners appointed by the court. As a result of this recount it was finally decided on March 5, 1877, that the scheme of separation and charter had been adopted by majorities of 1253 and 3222 respectively.

While dissatisfaction with the result existed among many in city and county, the successful operation of the new system tended to reduce this, particularly in the city. Most of the new territory that had been incorporated was farm land or sparsely populated. While the population of the city continued to grow rapidly, this was cared for in the orderly, normal manner by new additions to the central settled district. It was many years before any problems arose regarding adequate and desirable locations for homes within the city limits.

The county also increased in popula-

tion, but this was not of an unusual character until after the beginning of the present century.

Transportation facilities were limited to a few suburban trains, though later trolley lines were extended to a few places. So long as this situation continued the number of suburbanites whose business was in the city would necessarily be limited and there was little temptation to settle in the intervening territory that did not then possess satisfactory transportation facilities.

URBAN POPULATION FLOWS OVER INTO THE COUNTY

The early part of the twentieth century witnessed a change in the situation as regards both city and county. Population had moved westward in the city until it reached the eastern boundary of Forest Park. It then continued in the same direction north and south of the park until it finally came to and overran the limits of the city. This movement was promoted by the World's Fair of 1904, and the removal of Washington University immediately thereafter to its new site facing the western limits of Forest Park. The extension of the city's trolley system facilitated this development. The automobile, however, was the most important factor in bringing about the new conditions and problems. The distance between home and business was no longer conditioned by time consumed in walking, or riding in horse-drawn vehicles or street cars.

The change is reflected in the census returns of 1910. While Kirkwood, Webster Groves and Ferguson continue to increase in population, Maplewood and University City, immediately west of St. Louis, now appear as rapidly growing communities. Central Township, in which they are located, had nearly one-half of the total county population in 1910, having doubled its population during the decade. In 1920, the county had a population of 100,737 of which 55,923 were in Central Township. Maplewood and University City showed large increases, while Clayton, Richmond Heights, and unincorporated districts such as Wellston contributed to the rapid growth of this section. While exact figures will not be available before the 1930 census, it is probable that the county will show a population of about 200,000 of which at least 60 per cent reside in Central Township.

The existence in the county of a large and rapidly increasing urban population, immediately adjacent to but independent of the city of St. Louis, naturally resulted in some serious problems.

The situation was critical in the unincorporated urban areas and constant appeals for relief were made to the state legislature. While the constitution prohibited local or special laws regulating the affairs of counties, the general assembly, under the liberal interpretation of the supreme court, could easily evade this by enacting legislation applicable only to counties that may have a population in excess of 75,000 and that may adjoin a city having a population in excess of 500,000. Much legislation was enacted, but this not infrequently served special interests rather than general welfare. Significant examples of such legislation were acts creating excise and election boards, providing for sewer districts and regulating the filing of plats of subdivisions of land.

MERGER AGITATION BEGUN IN 1904

St. Louisians were affected by these conditions, though it is probable that public sentiment was chiefly aroused by considerations of the strait-jacket in which the city found itself and the

resulting unfavorable comparison in population with other large cities. Agitation for a merger of city and county or for some plan that would enable the city to annex portions of the county appears to have begun soon after the World's Fair of 1904. Individuals and associations voiced the demand, and the movement was organized under the leadership of the Million Population Club. Hugh K. Wagner, a prominent member of this organization, was elected a member of the legislature in 1918 and during its session the next year endeavored to secure legislative approval of the necessary measures. His efforts, however, were defeated, largely through the opposition of the county's representatives and political leaders.

The census returns in 1920 which reduced St. Louis from fourth to sixth place in population among American cities led to renewed efforts. State pride was appealed to and finally in 1924 a proposal for a constitutional amendment was submitted by initiative petitions and was ratified by the voters of the state in November of that year. Both the city and county of St. Louis gave large majorities for the amendment.

THE 1924 AMENDMENT

The amendment authorized a board of eighteen freeholders to draft one of three alternative schemes. This board could not come into existence until separate petitions therefor had been signed by registered voters in city and county equal to 3 per cent of the votes cast at the last general election in such districts respectively. After proper filing of the petition the city's nine members of the board were to be appointed by a joint meeting of the mayor and judges of the circuit court of the city, and the county's nine members were to be appointed by a joint meeting of the circuit, probate and county court judges of the county.

The board of freeholders by a majority vote was authorized to draft a plan (1) for consolidating the city and county as a single municipality; or, (2) for the re-inclusion of the city in the county, in which case it could extend its limits into the county; or (3) for the annexation to the city of part of the county. Any scheme adopted by the board was to be submitted to the voters of the city and county at separate elections and would require a majority of the votes cast in each district.

An organization was soon effected for securing the requisite number of signatures to petitions required for bringing the board into existence. These having been filed, the members of the board were appointed on June 5, 1925, and organized on the twenty-fifth of that month.

It was apparent, however, almost from the beginning that there was an irreconcilable difference of opinion between the city and county members. The former preferred and finally submitted a proposal for consolidation of city and county under a centralized city government. This was rejected by the unanimous vote of the county members. Most of the latter preferred the second alternative of having the city become again a part of the county with the right to extend its limits by annexation of unincorporated territory. Some favored a borough plan, though it was doubtful whether this was authorized by the constitutional amendment.

THE CITY'S PLAN SUBMITTED

The latter had limited the existence of the board to one year from its appointment and as its term drew to a close it became apparent that no compromise was possible. Almost at

the last moment, one county member voted for the city plan in order that some proposal could be submitted to the voters.

The campaign, before the election which was fixed for October 26, 1926, presented some striking contrasts with that of fifty years before. The advocates were relatively less well organized and in the city considerable apathy prevailed. This may have been due in part to the feeling that the proposal was certain of adoption by the city voters. The total vote in the city was 62,625, only 22 per cent of the registered voters, as compared with a vote of 180,285 in the general election the following week. In the city 8,067 persons cast their votes against the plan.

In the county, on the other hand, there was a spirited and somewhat bitter contest. The opponents were more active and were far better organized. They included the local officials and political organizations in general but embraced as well representative citizens who were not ordinarily active in political affairs.

Some of the cities were proud of their local government and most of them believed their schools were better administered than those of St. Louis. A provision in the plan that farm land should not be taxed for city purposes in excess of one-half of the total rate did not prevent the rural population from being largely opposed to the proposal.

The advocates of the plan in the county were in the main to be found in thickly populated but unincorporated territory adjacent to St. Louis. They included also many among those whose business interests were in St. Louis but who resided in cities located just beyond its limits.

COUNTY VOTES NO

The county voters rejected the plan by a vote of 22,148 to 10,955. In contrast to St. Louis, the interest of the county in the contest is shown by the comparison of this total of 33,103 or 67 per cent of the registered voters, with a vote of 26,443 at the November general election.

The general sentiment in the cities is shown by the fact that Richmond Heights which adjoins St. Louis voted nearly three to one in favor; while Kirkwood and Ferguson, relatively distant, each voted nearly four to one against the proposal; and in Webster Groves, somewhat nearer, the opponents outnumbered the advocates three to one. University City, adjacent to St. Louis, was nearly equally divided, giving an opposition majority of only 70 in a total vote of 3,021. In Clayton, the county seat, but with much territory near St. Louis, the vote was eight to five against.

The feeling engendered by the campaign made it desirable to postpone an early renewal of efforts for the solution of the problems of metropolitan St. Louis. The constitutional amendment, moreover, prohibited the submission of another plan until after the expiration of five years.

PRESENT ACTIVITY

It was felt, however, that preliminary studies should be made with a view of acquainting the public with all of the factors affecting the situation. The meeting of the National Municipal League in St. Louis in November, 1926, and a paper read at that meeting by Professor Thomas H. Reed on Dual Government for Metropolitan Regions, influenced this attitude. Informal conferences were held from time to time and it was finally agreed that the chambers of commerce of the city and of the county should each appoint members of a joint committee to deal with the questions.

It was understood that a compre-

hensive survey of the entire metropolitan area should be made before any plan was formulated. The funds needed were assured and Professor Reed was secured to conduct the survey. Preliminary work was undertaken in the summer of 1929, and Professor Reed has been serving as consultant since last fall.

It is anticipated that the investigation and study will continue for some months. At the suggestion of Professor Reed, a metropolitan council of 500 has been appointed to study the data and make recommendations. This council will have a number of subcommittees each devoting itself to a special phase of the subject.

The joint committee of the two chambers of commerce appears to favor a federal or borough plan. If this view prevails a constitutional amendment will be necessary and it is hoped that sufficient progress may be made to permit this to be placed on the ballot by initiative petition in time for the election in 1930.

On the other hand there remains strong sentiment in favor of consolidation, and it is too early to forecast the outcome. In general there is complete confidence in Professor Reed, and it may be predicted that the survey will make it possible to arrive at a more intelligent determination of the problem of metropolitan St. Louis.

WATERTOWN POLITICIANS DISMISS CITY MANAGER

BY "OBSERVER"

Watertown, New York

After an unsuccessful effort to dictate to the manager with respect to administrative appointments, a politically minded majority orders his dismissal in face of strong opposition faithful to the theory of manager government. The city's hydro-electric system is involved.

After ten years of operation city manager government is facing a serious test in Watertown, N. Y., because of the attempt of a council majority elected to office last fall to strip the manager of his appointing power and the ultimate discharge of the manager who refused to bend the knee. This council majority sought to establish its right to "suggest" appointments to the city manager. The excuse was that the spirit of city manager government is not violated since the manager can disregard the "suggestion" if he desires. Since the city manager serves only at the will of the council and his service can be terminated by that body at any time it wishes, it is hardly likely, however, that many "suggestions" of the council would be disregarded by any manager desirous of holding his place.

COUNCIL TRIES TO ESTABLISH RIGHT TO DICTATE APPOINTMENTS

Mayor John B. Harris at once condemned the move as one aimed at the whole spirit of city manager government. He contended that "suggestions" of the council were equivalent

to directions to its employee, the city manager, and if the right to make such "suggestions" was established the manager to all practical purposes lost the appointing power and the council gained it. This meant a return to the old form of political government and political appointments which the voters of Watertown sought to end when by an immense majority they changed to manager government.

Consequently the mayor ruled the resolution out of order as being contrary to the spirit of the city charter. His position in this respect was sustained by Corporation Counsel W. W. Kelley. The council majority then demanded that a ruling be secured from the attorney general of the state and a resolution to this effect was introduced and passed over the mayor's protest. A committee of three members of the council prepared the question for submission to the attorney general but that official refused to pass upon it, giving as one reason that the matter had not come to him through the Watertown corporation counsel as it should.

The theoretical argument remains unsettled. The practical situation has been met by a majority of council ordering the dismissal of the manager. On the one hand are the three members of the council elected last fall, still claiming that the council ought to have a voice in the making of appointments, and, on the other hand, the mayor and one member of the council contending that the full appointing power should be in the hands of the city manager with the council simply confirming or rejecting such appointments as the city manager made.

City manager government was approved by the voters of the city of Watertown in 1915. Litigation testing the constitutionality of the act providing for a change in city government held up the matter, however, for five years and it was not until January 1, 1920, that the act finally took effect here. Even then the political ring which had previously controlled city appointments refused to concede defeat and through a referendum succeeded in getting before the voters the proposition of changing back to aldermanic government in 1923. In the election that year city manager government was sustained by a two to one vote.

When Watertown adopted manager government the city was in a bad financial condition. Bonds had been refunded time and time again. Watertown's city hall was built 40 years ago, yet not one cent had been paid on the principal, and the city had paid out in interest during those years an amount equal to several times the principal. The water works department was organized in 1853, more than 75 years ago, yet from 1853 to 1916 not one dollar had been paid on the principal of the water department bonds, and the latter year but $5,000 was paid.

When city manager government took effect here the water department had a bonded debt of $321,000. In ten years this debt has been reduced to $10,000 and will be entirely wiped out this year. Every year thousands of dollars of the debts contracted under the old aldermanic system of government are paid off.

THE HYDRO-ELECTRIC POWER CONTROVERSY

The new city government when it took office in 1920 found itself with a valuable hydro-electric power acquired by the city many years ago. Steps were immediately taken to develop this power with the result that four years ago the city completed the construction of a power plant conservatively

valued at $2,000,000. For a great many years the Northern New York Utilities has been lighting the streets of Watertown with a lighting system admittedly antiquated and out of date. The city government decided that the people should use their own power to light their streets. A bitter controversy at once developed. A minority, led by the same political group which had so strenuously opposed city manager government, opposed municipal lighting of the streets, but the voters in election and by immense majorities sustained the city administration.

The result is that today Watertown has one of the most complete and modern lighting systems in the state, owned and operated by the city and using city power. The city furnishes light to all its public buildings, including schools, and supplies power to operate the city-owned stone plant which furnishes stone for all street construction in the city. The surplus power is sold to the Northern New York Utilities under a five-year contract and, through the amount received from this surplus, considerably over $100,000 a year comes into the city treasury and is being used to retire the bonds issued to construct the power plant and to buy and install the street lighting system. The power is constantly increasing in value and is one of the great assets that Watertown has today.

Watertown, under manager government, has paved many miles of streets and constructed miles of curbing. It has greatly enlarged and improved its water system, thereby reducing underwriter costs. It has built nearly $2,000,000 worth of schools, including two fine junior high schools. It has a modern airport paid for out of the budget. Its government has been conducted on a businesslike basis, and financial condition of the city is such that its school bonds, disposed of this year, were sold at one of the lowest interest rates recorded for municipal bonds in the state.

POLITICIANS PLAY A SUBTLE GAME

Under the circumstances it was difficult for any group to attack successfully city manager government in this community. The people as a whole were too deeply convinced of its merit to think of returning to the old aldermanic form. So the political group tried a more subtle game. If the city manager could be shorn of power and the right of appointment taken from him, political government could be reinstated at the city hall. Not that this issue was brought to the fore in the campaign last fall. The people would have sensed too quickly that it was a move aimed at city manager government. The campaign was fought out on other issues. Petty grievances against the city manager were stressed and the political group won. Three new councilmen were elected, giving a majority of one on the council of five, and it was soon demonstrated that the council majority had a working agreement and a definite program.

This program, according to one of the majority councilmen, was to replace the city manager and the corporation counsel with men more to the liking of the group in power. Incidentally this councilman was one of the most active of those who a few years ago opposed the city's power and lighting program. The first step was to insist that the council participate in making appointments. It is interesting to note that the whole controversy over appointments came about through the insistence of one of the majority councilmen that the manager appoint a certain man as constable.

Watertown is operated under the so called Plan "C" which is one of the optional forms of municipal govern-

ment provided by legislative act. This plan vests the legislative powers of the city in the city council. It also provides that the administrative and executive powers of the city, including the power of appointment of officers and employees, are vested in the city manager, as follows: "The administrative and executive powers of the city, including the power of appointment of officers and employees, are vested in an official to be known as the city manager who shall be appointed by the council, and hold office during the pleasure of the council."

Clearly there was no intent that the council should tell or even "suggest" whom the manager should appoint. In fact it was to get away from the political influences which attended the old form of government that city manager government was adopted in Watertown. If the council can participate in appointments, then the council becomes both a legislative and an administrative body which is clearly against the language of the statute. Under section 91 of the article mentioned above the city manager is required to see that "resolutions and by-laws of the council are faithfully executed" and consequently a resolution "suggesting" an appointment could hardly be disregarded.

Statutes creating city manager government generally provide that the council shall not interfere with the city manager in the performance of his duties or in his appointments. The charter of Norfolk, Virginia, for example, goes so far as to say that any member of the council attempting to dictate to the city manager on a matter of city administration shall be guilty of a misdemeanor. The supposition is, of course, that city managers are usually technically trained men, far better qualified to judge the fitness of men for city positions than politicians who may attempt to approach the manager through the council.

All of this was set forth clearly by Mayor Harris in ruling the council appointment resolution out of order. Despite this, it was persisted in, the majority members of the council holding that they were in the position of directors of a corporation and as such had full control over the acts of the manager. The city was deeply agitated by the question, many believing that if the council majority establishes its right to dictate appointments to the city manager it means a return to the old form of political government in all excepting name.

The matter culminated in the summary dismissal of Manager J. Walter Ackerman. No formal charges were preferred against him. The council ignored a petition signed by 2,200 citizens, praying that the question of dismissal be referred to the voters for an advisory opinion. For the time being, the majority of council by the mere force of its votes has won a temporary victory, but who will win the final verdict remains to be seen.

THE BONDED DEBT OF 227 CITIES

AS AT JANUARY 1, 1930

BY C. E. RIGHTOR

Chief Accountant, Detroit Bureau of Governmental Research, Inc.

THE tabulation reports the total gross bonded indebtedness as at January 1, 1930, of 213 cities in the United States and fourteen cities in Canada, with a subdivision of this total into the three general classes by purposes—general public improvements, schools, and utilities; the total sinking fund, with a similar subdivision reported in percentages; the net total bonded debt; the net bonded debt to be retired from taxation (reported as "excluding self-supporting"), total and per capita; and total gross special assessment debt.

This is the eighth annual compilation of the bonded debt of cities, and the set-up is the same as in the previous tabulations. The cities are arranged in the order of the population estimate of the census bureau as at July 1, 1928, no revised estimate having been made by that bureau since that date on account of the census which is now under way. In the event the bureau made no estimate on that date, a local estimate was accepted.

The primary purpose of the table is to make available in concise and current form the total amount of bonded debt outstanding as a liability against all the property and citizens of each city, and to permit a comparison of these data. Even in this purpose, as has been pointed out in prior commentaries, certain difficulties arise owing to the variation in the structure of our municipal governments and to varying practices in maintaining financial records. This difficulty is illustrated in the various types of municipal organization clothed with the power to incur indebtedness independently of the city government, such as school, park, port, sewer, and other districts, which are usually, although not necessarily, coterminous with the city. As a result, to obtain accurately the facts with respect to any city, it is necessary to refer to the footnotes, in which we have attempted to report essential deviations.

Because the table is restricted to a presentation of the bonded debt, the indebtedness in form of short-term loans, in anticipation of tax levies or bond issues, etc., is not included. This amount is a variable total at any given date during the year, and in many cases, owing solely to local circumstances, would serve to impair the value of the figures reported. After tax-paying time tax anticipation loans are negligible, and advances against bond issues are ultimately reflected in the debt statement. Nor is an attempt made to indicate the proportion of the county debt—except in instances of city-county consolidation—and of state debt which stands as a liability against each city. The census bureau, in its more exhaustive report, "Financial Statistics of Cities," which is compiled annually, recognizes a proportion of county debt for the larger cities.

SELF-SUPPORT AND SPECIAL ASSESSMENT DEBTS

Municipal bonds of a long-term nature usually state upon their face

that the faith and credit of the entire city are behind them. This means that the taxing power is their guarantee, and their retirement from this source is assured. The main exceptions are certain municipally owned and operated utilities, the bonds for which, or the actual financial practice, provide that the revenues shall be applied to debt service. The extent of such issues suggests the separate reporting of this form of debt, and it is shown in the column "Excluding self-supporting." In other words, except for self-supporting bonds, it may be assumed that all bonded debt will be retired from taxation. Even to this general rule there are exceptions, some cities not availing themselves of the distinction.

The problem of reporting special assessment debt was discussed last year, and it is unnecessary to repeat here, except that whether or not such bonds are legally a debt of the entire property of the city, they constitute in the aggregate a financial liability of the citizens and their property. In so far, therefore, as this form of debt has been reported separately, it is so tabulated. In many cases, owing to the acceptance of general municipal liability for this type of bond, no distinction is made as against its being a general public improvement. This results in a higher per capita net debt for such cities. It will be noted, incidentally, that the per capita debt of cities reported in the tabulation is that of net bonded debt excluding self-supporting debt, and does not include special assessment indebtedness.

Attention has been called to the fact that the tabulation, to accomplish its purpose of brevity, must tabulate the figures in a uniform manner, thus disregarding in some instances local legislative or financial provisions which define particularly what shall constitute "gross" or "net" bonded debt and limits. Accurate use of the figures requires that local circumstances be always taken into account.

RANGE IN PER CAPITA DEBT

Analysis of the per capita net debt, excluding self-supporting, discloses a wide range, which merits full consideration as to the reasons therefor. Elgin, with a per capita of $7.04, is lowest, and the figures run up to the highest, $486.83, for Atlantic City. The latter figure, of course, is accounted for at least in part by the population handicap of this resort city. For group I, the range is from $68.24 for St. Louis to $182.19 for Philadelphia; for group II, from $70.14 for Jersey City to $129.94 for Cincinnati; for group III, from $25.17 for Worcester to $182.93 for Yonkers; for group IV, from $9.69 for Springfield, Illinois, to $486.83 for Atlantic City; and for group V, from $7.04 for Elgin to $187.84 for Port Arthur. For the Canadian cities, the range is from $12.84 for St. John to $269.50 for Edmonton.

The weighted average of per capita net non-self-supporting debt is also interesting, as evidenced by the larger census groups. For twelve cities in group I, this average is $112.58. This compares with an average of $103.37 in 1929, for thirteen cities reporting. For eleven cities reporting in group II, the weighted average is $97.13; this compares with an average of $91.88 for twelve cities in 1929. For the Canadian cities, the weighted average for thirteen cities is $117.06; this compares with an average of $109.03 for the same number of cities the year preceding.

TREND OF DEBT

In each group it will be noted that an increase is found. This is due in part to the fact that the population estimates have not increased, but more

exactly it signifies that the trend of municipal indebtedness is continuing to increase steadily. True, there are exceptions, and note should be made of the evidence.

In brief, it is found by comparing the present tabulation with that for 1929 that, of 196 cities reporting in both years, 106 cities increased their gross total bonded debt $367,944,730, 84 cities reduced their debt $39,292,280, and six cities had no change. In group I, for example, eleven cities increased, and two reduced their gross debt; in group II, ten increased, and one reduced. In group V, seventeen increased, and thirty-two reduced, but the net increase was $7,400,830. For the Canadian cities, six increased $24,514,460, while the same number reduced $10,531,260, a net gain of $13,983,200.

Regardless of the increased cost of money during 1929, the reports compiled by *The Bond Buyer* indicate that the aggregate sales for the year by States and municipalities were exceeded only in 1924 and 1927. The voters seem to have been more conservative, however, in the total of authorizations approved. Perhaps the urge from Washington for all local governments to promote public works during a period of slackened employment will send 1930 to new peaks.

When the demands upon our cities are considered, is this growth in debt to be marveled at? New York, for example, is building subways costing hundreds of millions and planning others to cost as much, a triborough bridge, a midtown vehicular tunnel, a bridge across the Hudson, an elevated highway, seven 1000-foot piers, nineteen immense incinerators, a sewage disposal plant, etc., not to mention millions for schools, parks and other ordinary facilities. A recent court decision makes it appear that Chicago will actually carry out her plans for sewage disposal, costing many millions. San Francisco voters authorized a bond issue of $41,000,000 to permit the city to enter the field of municipal ownership of water. The Canadian cities, however, easily lead the field when it comes to diversity of capital investments, as the tabulation shows. Let us hope that old-age pensions and employment insurance will not be financed by bonding.

At any event, with an increasing percentage of the tax dollar being required for debt service, cities can well afford to weigh their bonding policies. On this subject Dr. Studensky's monograph, "Public Borrowing," just issued in the National Municipal League Series, offers good reading to those officials and taxpayers who are interested in being disillusioned of unsound borrowing policies and in framing sound ones. His proposal for combining borrowing with taxation will be an interesting experiment somewhere.

For those who would compare debt with the property valuation behind it, it should be stated that the assessed valuations of the cities were reported in the tabulation of tax rates published in the REVIEW of December, 1929. Further, an estimate of the ratio of assessed to true value was included, as a basis for computing actual property values.

Responses to this, the eighth annual compilation, were encouraging in an off year. Requests were sent to 288 cities in the United States and eighteen in Canada. The coöperation of the public officials who make it possible is appreciated. With accurate listing of cities in order of population according to the current census, it may be anticipated that a large response to next year's questionnaire will be forthcoming.

BONDED DEBT OF 227 CITIES AS AT JANUARY 1, 1930

Compiled by the Detroit Bureau of Governmental Research, Inc.

From Data Furnished by Members of the Governmental Research Association, City Officials, and Chambers of Commerce

City	Census July 1, 1928	Gross Bonded Debt				Sinking Fund				Net Bonded Debt			Total gross special assessment debt	No.
		General improvement	Public school	Public utility	Total	Total	General improvement (per cent)	Public school (per cent)	Public utility (per cent)	Total	Excluding self-supporting	Per capita excluding self-supporting		
GROUP I														
Population 500,000 and over														
1. New York, N. Y.[1]	6,017,500	$776,666,414*	$305,052,056*	$808,276,892*	$1,889,995,362	$364,641,385	60	..	40	$1,525,353,977	$.....	$.....	$78,898,000	1
2. Chicago, Ill.[2]	3,157,400	265,731,550	N.	7,460,500	273,192,050	N.	..	..	..	273,192,050	273,192,050	86.52	N.	2
3. Philadelphia, Pa.[3]	2,064,200	498,471,900	65,911,000	.....	564,382,900	128,293,083	85	15	..	436,089,817	376,089,817	182.19*	N.	3
4. Detroit, Mich.[4]	1,378,900	127,762,667	70,190,350	86,853,914	284,806,931	29,383,911	39	29	32	255,423,020	195,055,985	141.45	23,597,938	4
5. Los Angeles, Calif.[5]	1,300,000	46,982,687	51,740,738	107,477,450	206,200,875	3,313,669	..	..	100	202,887,206	122,617,925	94.32	11,055,000	5
6. Cleveland, Ohio[6]	1,010,300	81,801,230	27,198,000	34,047,500	143,046,730	18,087,312	71	17	12	124,959,418	96,101,682	95.12	15,063,229	6
7. St. Louis, Mo.	848,100	62,244,000	2,079,000	11,132,000	75,455,000	8,038,785	71	9	20	67,366,215	57,878,265	68.24	N.	7
8. Baltimore, Md.	830,400	122,653,350	25,742,923	32,259,870	180,656,143	32,408,195	88*	3	9	148,247,948	110,276,031	132.80	.....	8
9. Boston, Mass.[7]	799,200	79,599,151	9,285,800	54,208,700	143,093,651	42,787,866	63	12	25	100,305,785	56,677,588	70.91	.....	9
10. Pittsburgh, Pa.	673,800	49,528,900	23,933,269	9,852,600	83,314,769	3,311,511	38	51	11	80,003,258	70,509,363	104.64	6,540,719	10
11. San Francisco, Calif.[8]	585,300	28,301,400	14,975,000	94,455,000	137,731,400	N.	..	..	..	137,731,400	69,311,400	118.42	.....	11
12. Buffalo, N. Y.	555,800	47,760,980	30,579,064	17,154,720	95,494,764	7,450,785	36	..	64	88,043,979	75,623,900	136.06	1,374,263	12
13. Washington, D. C.	552,000	No bonded	debt											13
14. Milwaukee, Wis.[9]	544,200	38,408,601	9,771,500	45,000	48,225,101	3,774,201	77	22	1	44,450,900	44,420,900	81.62	N.	14
GROUP II														
Population 300,000 to 500,000														
15. Newark, N. J.	473,600	$49,522,000	$18,573,200	$20,850,000	$88,945,200	$14,713,630	59	23	18	$74,231,570	$53,381,570	$112.71	$7,950,000	15
16. Minneapolis, Minn.[10]	455,900	22,610,514	22,412,044	4,035,000	49,057,558	5,782,463	65	29	6	43,275,095	39,600,539	86.86	13,003,664	16
17. New Orleans, La.[11]	429,400	49,496,000	6,635,000	44,169,000	100,300,000	3,060,978	98	2	..	97,239,022	53,070,022	123.59	10,732,540	17
18. Cincinnati, Ohio[12]	413,700	56,055,104	15,292,000	43,619,230	114,966,334	37,199,592	57	7	36	77,766,742	53,755,793	129.94	4,444,842	18
19. Kansas City, Mo.	391,000	20,304,120	21,562,500	13,120,000	54,986,620	11,812,529	30	51	19	43,174,091	32,274,130	82.54	750,000	19
20. Seattle, Wash.	383,200	(Not	reporting)											20
21. Indianapolis, Ind.[13]	382,100	17,498,530	11,191,000	N.	28,689,530	1,503,602	81	19	..	27,185,928	27,185,928	71.15	8,202,237	21
22. Portland, Ore.[14]	340,000	24,209,877	9,755,152	19,621,000	53,586,029	6,732,179	47	..	53	46,853,850	30,842,807	90.71	8,060,176	22
23. Louisville, Ky.	329,400	18,303,900	9,966,400	1,079,000	29,349,300	4,416,674	80	20	N.	24,932,626	23,853,626	72.42	.....	23
24. Rochester, N. Y.	328,200	23,987,500	11,638,890	12,201,000	47,827,390	6,417,018	24	13	63	41,410,372	33,280,554	101.40	12,821,000	24
25. Jersey City, N. J.[15]	324,700	20,354,000	15,493,500	19,237,755	55,085,255	17,932,529	66	8	26	37,152,726	22,775,536	70.14	963,833	25
26. Toledo, Ohio	313,200	26,431,491	13,112,000	1,682,000	5,112,373	.....	78	22	..	37,795,118	36,113,118	115.30	3,790,116	26
GROUP III														
Population 100,000 to 300,000														
27. Columbus, Ohio[16]	299,000	$20,837,230	$11,206,250*	$9,860,000	$41,903,480	$16,440,520	80	20	..	$25,462,960	$.....	$.....	$.....	27
28. Denver, Colo.[17]	294,200	14,113,600	10,002,000	21,426,600	45,042,200	276,966	68	..	32	44,765,234	23,926,569	81.34	9,364,300	28
29. Providence, R. I.	286,300	18,689,000	9,450,000	19,413,000	47,552,000	15,070,747	50	13	37	32,481,253	18,684,034	65.26	N.	29
30. Oakland, Calif.	274,100	(Not	reporting)											30
31. St. Paul, Minn.	260,000	16,313,000	9,546,000	7,056,000	32,915,000	3,697,689	84	..	16	29,217,311	22,758,332	87.53	7,900,000	31

BONDED DEBT OF 227 CITIES AS AT JANUARY 1, 1930—*Continued*

City	Census July 1, 1928	Gross Bonded Debt				Sinking Fund				Net Bonded Debt			Total gross special assessment debt	No.
		General improvement	Public school	Public utility	Total	Total	General improvement (per cent)	Public school (per cent)	Public utility (per cent)	Total	Excluding self-supporting	Per capita excluding self-supporting		
GROUP III—*Continued* *Population 100,000 to 300,000*														
32. Atlanta, Ga.	255,100	$7,283,000	$6,517,000	$3,575,000	$17,375,000	$3,665,902	78	6	16	$13,709,098	$10,881,674	$42.66	$2,133,400	32
33. Akron, Ohio	225,000	22,371,259	9,341,091	11,182,000	42,894,350	2,358,271	26	17	56	40,536,079	30,686,285	136.38	6,701,878	33
34. Omaha, Neb.[18]	222,800	14,569,817	10,026,000	11,392,000	35,987,817	4,833,128	3	15	82	31,154,689	23,736,631	106.54	6,109,000	34
35. Birmingham, Ala.	222,400	7,302,000	10,486,000	101,000	17,889,000	855,940	..	..	..	17,033,060	16,932,060	76.13	5,962,000	35
36. San Antonio, Texas	218,100	18,107,000	5,007,500	6,778,000	29,892,500	1,187,050	57	34	9	28,705,450	22,032,784	101.02	N.	36
37. Dallas, Texas	217,800	15,065,500	7,584,550	10,490,000	33,140,050	1,919,042	49	17	34	31,221,008	21,389,435	98.21	.....	37
38. Syracuse, N. Y.	199,300	14,143,407	9,748,361	6,178,500	30,070,269	N.	..	..	..	30,070,269	23,891,769	119.88	4,681,500	38
39. Worcester, Mass.	197,600	5,172,000	914,000	4,570,400	10,656,400	1,996,425	56	..	44	8,659,975	4,972,667	25.17	N.	39
40. Richmond, Va.[19]	194,400	24,757,685	5,540,395	7,597,550	37,895,630	9,950,385	68	13	19	27,945,245	20,347,695	104.67	N.	40
41. Memphis, Tenn.	190,200	15,678,000	5,038,000	5,919,000	26,635,000	1,063,196	56	44	..	25,571,804	19,652,804	103.33	619,000	41
42. New Haven, Conn.	187,900	11,426,000	522,000	N.	11,948,000	1,078,334	100	..	..	10,869,666	10,869,666	57.85	.....	42
43. Dayton, Ohio[20]	184,500	9,898,914	7,272,665	5,639,000	22,810,579	2,908,545	80	..	20	19,902,033	14,835,092	80.41	1,631,659	43
44. Norfolk, Va.[21]	184,200	17,672,726	5,982,051	15,641,723	39,296,500	6,312,484	60	..	40	32,984,016	19,854,358	107.79	N.	44
45. Youngstown, Ohio	174,200	(Not reporting)												45
46. Hartford, Conn.	172,300	11,888,000	7,823,799	4,725,000	24,436,799	3,996,826	52	26	22	20,439,973	18,575,199	107.81	.....	46
47. Houston, Texas	171,000	(Not reporting)												47
48. Fort Worth, Texas	170,600	14,393,000	4,869,500	5,596,000	24,858,500	2,501,426	92	2	6	22,357,074	17,458,750	102.34	N.	48
49. Tulsa, Okla.	170,500	(Not reporting)												49
50. Grand Rapids, Mich.	164,200	5,567,000	4,772,250	3,626,000	13,965,250	2,050,864	52	..	48	11,914,386	9,282,080	56.53	6,049,100	50
51. Bridgeport, Conn.	160,000	10,762,000	4,311,000	N.	15,073,000	N.	..	..	..	15,073,000	15,073,000	94.21	.....	51
52. Miami, Fla.[22]	156,700	18,192,000	8,938,000	3,255,000	30,385,000	1,459,030	75	17	8	28,925,970	27,860,970	177.80	11,300,000	52
53. Des Moines, Iowa	151,900	5,797,377	8,046,500	5,430,000	19,273,877	542,638	..	..	100	18,731,239	13,843,877	91.14	.....	53
54. Springfield, Mass.	149,800	7,744,500	2,353,500	4,931,000	15,029,000	142,000	100	..	..	14,887,000	9,956,000	66.46	N.	54
55. Flint, Mich.	148,800	7,034,500	9,895,500	2,934,500	19,864,500	1,318,552	29	21	50	18,545,948	16,264,762	109.31	3,380,549	55
56. Oklahoma City, Okla.	148,000	12,550,000	6,108,000	6,667,000	25,325,000	6,124,217	42	22	36	19,200,783	14,738,033	99.58	5,506,405	56
57. Paterson, N. J.	144,900	(Not reporting)												57
58. Scranton, Pa.	144,700	2,580,000	5,091,000	N.	7,671,000	739,153	20	80	..	6,931,847	6,931,847	47.90	983,000	58
59. Jacksonville, Fla.	140,700	(Not reporting)												59
60. Nashville, Tenn.[23]	139,600	11,319,000	1,699,000	3,895,000	16,913,000	1,084,423	87	13	..	15,828,577	11,933,577	85.48	.....	60
61. Trenton, N. J.	139,000	9,507,910	5,505,050	844,000	15,856,960	3,478,405	61	26	13	12,378,555	11,997,761	86.31	.....	61
62. Salt Lake City, Utah	138,000	2,984,500	4,909,000	2,802,700	10,696,200	N.	..	..	..	10,696,200	7,893,500	57.20	.....	62
63. Camden, N. J.	135,400	7,349,145	3,951,250	1,279,300	12,579,695	2,492,993	68	22	10	10,086,702	8,807,402	65.05	3,044,000	63
64. Erie, Pa.	130,000	(Not reporting)												64
65. Wilmington, Del.[24]	128,500	5,735,700	1,106,000	5,000,000	11,841,700	626,227	95	..	5	11,215,473	6,215,473	48.37	N.	65
66. Cambridge, Mass.	125,800	(Not reporting)												66
67. Fall River, Mass.	124,300	6,467,500	3,230,000	759,000	10,456,500	1,485,789*	64*	4	32	8,970,711	8,686,711	69.89	N.	67
68. Yonkers, N. Y.	121,300	13,939,613	8,250,100	3,048,000	25,237,713	N.	..	..	..	25,237,713	22,189,713	182.93	.....	68
69. Albany, N. Y.[25]	120,400	10,835,422	5,317,830	9,466,500	25,619,752	1,631,385	100	..	..	27,645,367	18,178,867	150.99	3,657,000	69
70. San Diego, Calif.	119,700	4,282,891	4,783,275	11,759,884	20,826,050	168,881	..	..	100	20,657,169	8,897,285	74.33	.....	70
71. New Bedford, Mass.	119,040	7,014,000	2,975,000	1,238,000	11,227,000	790,635	92	2	6	10,436,365	9,246,365	77.67	N.	71
72. Kansas City, Kan.[26]	118,300	3,455,356	2,508,500	6,428,000	12,391,856	1,568,876	..	..	100	10,822,980	5,963,856	50.41	2,223,871	72

BONDED DEBT OF 227 CITIES AS AT JANUARY 1, 1930—*Continued*

City	Census July 1, 1928	Gross Bonded Debt				Sinking Fund				Net Bonded Debt			Total gross special assessment debt	No.
		General improvement	Public school	Public utility	Total	Total	General improvement (per cent)	Public school (per cent)	Public utility (per cent)	Total	Excluding self-supporting	Per capita excluding self-supporting		
GROUP III—*Continued* *Population 100,000 to 300,000*														
73. El Paso, Texas	117,800	$3,847,000	$2,415,000	$1,551,000	$7,813,000	$1,422,182	52	29	19	$6,390,818	$4,739,818	$40.24	$574,500	73
74. Duluth, Minn.[27]	116,800	4,577,333	3,925,000	3,146,000	11,648,333	42,767	100	..	..	11,605,566	7,680,566	65.76	545,000	74
75. Canton, Ohio	116,800	6,114,787	6,481,000	1,481,600	14,077,387	3,272,420	86	14	..	10,794,967	9,313,367	79.74	2,937,494	75
76. Elizabeth, N. J.	116,000	1,762,500	5,020,350	N.	6,782,850	555,855	..	100	..	6,226,995	6,226,995	53.68	5,921,184	76
77. Reading, Pa.	115,400	4,086,000	6,141,400	936,000	11,163,400	205,239	51	1	48	10,958,161	10,024,447	86.87	53,600	77
78. Tampa, Fla.[28]	113,400	7,583,000	5,209,500	3,003,000	15,795,500	1,281,665	65	31	4	14,513,835	11,510,835	101.51	4,003,000	78
79. Lowell, Mass.	111,000	(Not reporting)												79
80. Tacoma, Wash.[29]	110,500	3,524,500	2,442,000	10,160,495	16,126,495	1,685,359	64	0	36	14,441,136	4,896,800	44.31	2,154,736	80
81. Spokane, Wash.	109,100	3,031,600	1,687,000	1,499,000	6,217,600	2,086,209	43	37	20	4,131,391	3,040,912	27.87	1,544,561	81
82. Long Beach, Calif.[30]	108,000	9,199,917	8,580,285	5,376,000	23,156,202	541,588	6	87	7	22,614,614	17,238,614	159.62	N.	82
83. Lynn, Mass.	105,500	3,210,650	2,533,250	1,146,000	6,889,900	591,878	16	14	70	6,298,022	5,570,691	52.80	.....	83
84. Knoxville, Tenn.	105,400	12,492,605	2,545,000	4,999,913	20,037,519	1,002,223	87	0	13	19,035,296	14,035,382	133.16	3,051,722	84
85. Fort Wayne, Ind.	105,300	907,000	3,760,000	121,000	4,788,000	N.	..	..	..	4,788,000	4,667,000	44.32	.....	85
86. Utica, N. Y.	104,200	7,944,140	1,938,290	N.	9,982,430	1,151,568	100	..	..	8,830,862	8,830,862	84.75	1,076,500	86
87. Somerville, Mass.	102,700	(Not reporting)												87
88. Waterbury, Conn.	100,000	8,276,000	1,888,000	7,685,000	17,849,000	145,416	100	..	..	17,703,584	10,018,584	100.19	N.	88
GROUP IV *Population 50,000 to 100,000*														
89. Savannah, Ga.	99,900	$4,570,500	N.	$220,000	$4,790,500	$226,500	100	..	..	$4,564,000	$4,344,000	$43.48	$560,081	89
90. Hamtramck, Mich.	99,800	2,883,788	$2,910,000	N.	5,793,788	574,497	60	40	..	5,219,291	5,219,291	52.30	358,111	90
91. Allentown, Pa.	99,400	3,198,500	4,276,700	300	7,475,500	701,186	20	80	..	6,774,314	6,774,014	68.15	563,700	91
92. Wichita, Kan.	99,300	3,889,341	1,392,500	N.	5,281,841	93,500	..	100	..	5,188,341	5,188,341	52.25	3,375,388	92
93. Evansville, Ind.	98,100	1,317,300	2,693,100	1,595,000	5,605,400	194,168	78	0	22	5,411,232	4,549,232	46.37	.....	93
94. Bayonne, N. J.	95,300	(Not reporting)												94
95. Lawrence, Mass.	93,500	2,877,500	1,436,500	268,000	4,582,000	36,702	..	..	100	4,545,298	4,522,000	48.36	448,500	95
96. Schenectady, N. Y.	93,300	5,354,100	2,593,500	771,000	8,718,600	100,409	97	..	3	8,618,191	7,849,937	84.14	1,421,207	96
97. Wilkes-Barre, Pa.	91,900	3,170,000	595,000	N.	3,765,000	147,267	73	27	..	3,617,733	3,617,733	39.37	480,900	97
98. Gary, Ind.	89,100	2,652,296	3,434,000	N.	6,086,296	121,359	100	..	..	5,964,937	5,964,937	66.95	5,740,072	98
99. Harrisburg, Pa.	86,900	(Not reporting)												99
100. Highland Park, Mich.[26]	86,400	2,768,400	4,445,000	1,283,626	8,497,026	3,186,764	65	..	35	5,310,262	4,026,636	46.60	267,050	100
101. South Bend, Ind.	86,100	1,400,000	3,750,000	990,000	6,140,000	260,557	72	0	28	5,879,443	4,963,991	57.65	7,380,740*	101
102. Manchester, N. H.	85,700	3,084,500	1,754,500	118,000	4,956,500	100,000	100	..	..	5,056,500	4,938,500	57.63	.....	102
103. Peoria, Ill.	84,500	1,585,000	486,000	N.	2,071,000	25,000	..	100	..	2,046,000	2,046,000	24.21	1,795,150	103
104. Rockford, Ill.	82,800	421,400	1,125,000	275,000	1,821,400	183,000	..	..	..	1,638,400	1,638,400	19.79	3,923,390	104
105. Charlotte, N. C.[25]	82,100	5,462,642	1,854,000	1,461,358	8,778,000	594,592	83	..	17	8,183,408	6,372,050	77.64	.....	105
106. Shreveport, La.	81,300	5,203,050	1,910,000	2,867,500	9,980,550	356,460	30	58	12	9,624,090	9,624,090	118.38	N.	106
107. Sioux City, Iowa	80,000	(Not reporting)												107
108. Winston-Salem, N. C.	80,000	(Not reporting)												108
109. Lansing, Mich.	79,600	1,684,000	5,400	4,645,300	6,334,700	1,583,081	12	..	88	4,751,619	1,504,963	18.90	605,000	109
110. Little Rock, Ark.	79,200	2,343,000	1,916,500	N.	4,259,500	72,554	100	..	..	4,186,946	4,186,946	52.87	3,978,750	110

BONDED DEBT OF 227 CITIES AS AT JANUARY 1, 1930—*Continued*

City	Census July 1, 1928	Gross Bonded Debt				Sinking Fund				Net Bonded Debt			Total gross special assessment debt	No.
		General improvement	Public school	Public utility	Total	Total	General improvement (per cent)	Public school (per cent)	Public utility (per cent)	Total	Excluding self-supporting	Per capita excluding self-supporting		
GROUP IV- *Continued* *Population 50,000 to 100,000*														
111. Portland, Me.[25]	78,600	$3,224,000	$1,992,000	N.	$5,216,000	$682,935	100	..	..	$4,533,065	$4,533,065	$57.67	N.	111
112. St. Joseph, Mo.	78,500	4,261,850	1,440,000	N.	5,701,850	355,372	41	59	0	5,346,478	5,346,478	68.11	.....	112
113. Charleston, S. C.	75,900	4,687,000	543,000*	$4,000,000	9,230,000	561,997	14	..	86	8,668,003	5,153,107	67.89	$2,050,000	113
114. Sacramento, Calif.	75,700	5,062,080	5,281,000	3,114,260	13,457,340	N.	..	..	..	13,457,340	13,292,340	175.59	2,664,430	114
115. Saginaw, Mich.	75,600	(Not reporting)												115
116. Binghamton, N. Y.	74,800	(Not reporting)												116
117. Racine, Wis.	74,400	(Not reporting)												117
118. Chester, Pa.	74,200	3,416,000	1,825,000	N.	5,241,000	1,231,990	41	59	..	4,009,010	4,009,010	54.03	428,900	118
119. East St. Louis, Ill.	74,000	(Not reporting)												119
120. Johnstown, Pa.	73,700	4,892,000	4,630,000*	N.	9,522,000	500,045	100	..	..	9,021,955	9,021,955	122.41	.....	120
121. Chattanooga, Tenn.	73,500	12,675,000	2,393,500*	N.	15,068,500	336,558	100	..	..	14,731,942	14,731,942	200.43	1,249,415	121
122. Terre Haute, Ind.	73,500	(Not reporting)												122
123. Pawtucket, R. I.[25]	73,100	6,075,000	3,160,000	2,271,000	11,506,000	2,674,445	86	..	14	8,831,555	6,916,639	94.62	.....	123
124. Springfield, Ohio	73,000	1,975,147	1,334,492	590,000	3,899,639	735,881	97	3	..	3,163,758	2,573,758	35.26	990,575	124
125. New Britain, Conn.	72,800	2,068,000	3,631,000	1,633,000	7,332,000	635,667	58	10	32	6,696,333	5,272,733	72.43	N.	125
126. Troy, N. Y.	72,300	3,505,645	1,208,175	1,420,800	6,134,620	N.	..	..	..	6,134,620	4,713,820	64.31	.....	126
127. Passaic, N. J.	71,800	(Not reporting)												127
128. Cicero, Ill.	71,600	(Not reporting)												128
129. Lincoln, Nebr.[31]	71,100	616,433	4,552,580	325,600	5,494,613	267,104	21	..	79	5,237,509	5,011,909	70.49	2,436,384	129
130. Hoboken, N. J.	71,000	(Not reporting)												130
131. Berkeley, Calif.	71,000	958,145	2,322,000	N.	3,280,145	N.	..	..	..	3,280,145	3,280,145	46.20	266,138	131
132. Mobile, Ala.	69,600	(Not reporting)												132
133. Altoona, Pa.	69,100	1,475,000	3,908,000	706,000	6,089,000	848,824	48	30	22	5,140,176	4,610,107	66.72	2,360,000	133
134. Wheeling, W. Va.	68,660	1,397,500	30,000	2,000,000	3,427,500	397,934	25	..	75	3,029,566	1,029,566	14.99	N.	134
135. Huntington, W. Va.	68,600	1,846,764	1,439,578	N.	3,286,342	N.	..	..	..	3,286,342	3,286,342	47.91	N.	135
136. Niagara Falls, N. Y.	68,300	(Not reporting)												136
137. Bethlehem, Pa.	67,600	(Not reporting)												137
138. Quincy, Mass.	67,600	2,086,000	2,492,000	763,000	5,341,000	N.	..	..	..	5,341,000	4,578,000	67.72	179,000	138
139. Springfield, Ill.	67,200	294,000	357,500	487,000	1,138,500	.....	..	..	..	1,138,500	651,500	9.69	968,900	139
140. Brockton, Mass.	65,300	1,733,500	548,000	1,549,400	3,830,900	639,443	100	..	..	3,191,457	1,642,057	25.15	.....	140
141. East Orange, N. J.	65,000	4,854,500	2,868,245	1,466,000	9,188,745	1,497,566	13	29	58	7,691,179	7,089,094	109.06	2,675,890	141
142. Lakewood, Ohio	65,000	3,543,000	4,344,000*	196,000	8,083,000	878,198	100	..	..	7,204,802	7,008,802	107.83	874,465	142
143. Roanoke, Va.	64,600	4,849,000	2,650,000	N.	7,499,000	908,640	100	..	..	6,590,360	6,590,360	102.02	.....	143
144. Union City, N. J.	64,400	(Not reporting)												144
145. Fresno, Calif.	64,000	595,500	3,805,000	N.	4,400,500	N.	..	..	..	4,400,500	4,400,500	68.76	N.	145
146. Jackson, Mich.	63,700	2,070,229	2,513,000	1,025,375	5,617,604	156,000	82	..	18	5,461,604	4,455,229	69.94	763,500	146
147. Montgomery, Ala.	63,100	(Not reporting)												147
148. Topeka, Kan.	62,800	3,713,511	928,200	535,000	5,176,711	355,750	63	12	25	4,820,961	4,377,196	69.70	N.	148
149. Pasadena, Calif.	62,100	4,913,808	3,652,082	1,594,342	10,160,232	514,554	28	46	26	9,645,678	8,051,336	129.65	3,381,504	149
150. Portsmouth, Va.[25]	61,600	5,291,500	876,000	2,950,000	9,117,500	1,411,274	37	..	63	7,706,226	5,649,336	91.71	N.	150
151. Pontiac, Mich.	61,500	4,140,750	4,323,463	1,765,500	10,229,713	957,792	17	77	6	9,271,921	7,506,421	122.06	2,753,700	151

BONDED DEBT OF 227 CITIES AS AT JANUARY 1, 1930—*Continued*

City	Census July 1, 1928	Gross Bonded Debt				Sinking Fund				Net Bonded Debt			Total gross special assessment debt	No.
		General improvement	Public school	Public utility	Total	Total	General improvement (per cent)	Public school (per cent)	Public utility (per cent)	Total	Excluding self-supporting	Per capita excluding self-supporting		
GROUP IV—*Continued* *Population 50,000 to 100,000*														
152. Macon, Ga.	61,200	$1,115,000	$778,000*	$440,000	$2,333,000	N.	..	..	..	$2,333,000	$2,333,000	$38.12	$1,893,000	152
153. Holyoke, Mass.	60,400	2,134,000	N.	2,090,000	4,224,000	$273,007	17	83	..	3,950,993	2,134,000	35.33	2,090,000	153
154. Covington, Ky.	59,000	(Not reporting)												154
155. Lancaster, Pa.	58,300	(Not reporting)												155
156. Cedar Rapids, Iowa	58,200	1,841,501	1,578,000	920,000	4,339,501	N.	..	..	..	4,339,501	3,419,501	58.75	.....	156
157. Wichita Falls, Texas	58,025	2,813,500	1,869,000	900,000	5,582,500	417,112	41	28	31	5,165,388	4,394,040	75.73	N.	157
158. Oak Park, Ill.	57,700	(Not reporting)												158
159. Newton, Mass.	57,300	3,658,000	1,900,000	461,000	6,019,000	891,430	..	..	..	5,127,570	4,716,867	82.32	.....	159
160. Decatur, Ill.	57,100	(Not reporting)												160
161. Augusta, Ga.	56,700	2,306,000	304,000	550,000	3,160,000	384,461	100	..	..	2,775,359	2,775,359	.....	.....	161
162. Kenosha, Wis.	56,500	136,000	2,712,000	273,000	3,121,000	N.	..	..	..	3,121,000	2,848,000	50.41	1,200,000	162
163. Kalamazoo, Mich.	56,400	51,750	2,647,000	48,750	2,747,500	99,220	10	90	..	2,648,280	2,599,530	46.09	778,002	163
164. Beaumont, Texas.	56,300	4,447,750	2,527,538	837,500	7,812,788	616,737	50	23	27	7,196,051	6,526,167	115.92	N.	164
165. Hammond, Ind.	56,000	(Not reporting)												165
166. Charleston, W. Va.	55,200	(Not reporting)												166
167. Atlantic City, N. J.	54,700	24,920,000	4,387,000	3,287,000	32,594,000	3,869,672	54	15	31	28,724,327	26,629,600	486.83	N.	167
168. Mount Vernon, N. Y.	54,700	5,520,000	3,909,050	2,268,000	11,697,050	459,139	100	..	..	11,237,811	8,969,811	163.98	449,000	168
169. Malden, Mass.	53,400	1,653,000	1,166,000	32,000	2,851,000	274,473	91	9	..	2,576,527	2,568,457	48.10	.....	169
170. Woonsocket, R. I.	53,400	(Not reporting)												170
171. Newport News, Va.	53,300	2,438,500	1,020,000	3,207,000	6,665,500	557,470	100	..	..	6,107,030	2,900,030	54.41	.....	171
172. St. Petersburg, Fla.[32]	53,300	7,117,000	2,719,000	4,369,000	14,205,000	1,497,213	95	5	..	12,707,787	8,338,787	157.39	12,969,000	172
173. Medford, Mass.	52,900	(Not reporting)												173
174. New Castle, Pa.	52,500	1,025,000	2,440,000	N.	3,465,000	69,364	89	11	..	3,395,636	3,395,636	64.68	310,173	174
175. Davenport, Iowa	52,470	1,423,800	1,270,000	N.	2,693,800	19,513	100	..	..	2,674,286	2,674,286	50.97	730,372	175
175a. Dearborn, Mich.	52,000	9,722,000	1,573,800	2,344,000	13,639,800	1,761,819	83	..	17	11,877,981	9,817,636	188.80	3,083,050	175a
176. Greensboro, N. C.[25]	51,900	2,782,000	3,264,000	2,739,353	8,785,353	439,274	69	..	31	8,346,079	5,742,459	110.64	5,468,750	176
177. Springfield, Mo.	51,700	871,000	2,000,075	N.	2,871,075	209,220	35	65	..	2,661,855	2,661,855	51.49	N.	177
178. Stockton, Calif.	51,000	(Not reporting)												178
179. East Chicago, Ind.	50,800	(Not reporting)												179
180. Columbia, S. C.	50,600	(Not reporting)												180
181. Galveston, Texas	50,600	(Not reporting)												181
182. Madison, Wis.	50,500	2,592,900	2,547,500	449,000	5,589,400	237,000	54	28	18	5,352,400	4,937,100	97.76	1,379,800	182
183. McKeesport, Pa.	50,400	(Not reporting)												183
184. Perth Amboy, N. J.	50,100	(Not reporting)												184
185. Elmira, N. Y.	50,000	(Not reporting)												185
186. Pittsfield, Mass.	50,000	878,400	1,033,000	600,000	2,511,400	N.	..	..	..	2,511,400	1,911,400	38.23	N.	186
GROUP V *Population 30,000 to 50,000*														
187. York, Pa.	49,900	$1,471,500	$1,638,000	N.	$3,109,500	$571,699	77	23	..	$2,537,801	$2,537,801	$50.86	$.....	187
188. Chelsea, Mass.	49,800	1,807,800	1,122,500	$100,000	3,030,300	558,746	58	42	..	2,471,553	2,371,553	47.62	N.	188
189. Lima, Ohio	49,700	3,281,222	889,902	913,500	4,262,474	408,407	95	..	5	3,854,067	3,783,325	76.00	1,148,911	189

BONDED DEBT OF 227 CITIES AS AT JANUARY 1, 1930—*Continued*

City	Census July 1, 1928	Gross Bonded Debt				Sinking Fund				Net Bonded Debt			Total gross special assessment debt	No.
		General improvement	Public school	Public utility	Total	Total	General improvement (per cent)	Public school (per cent)	Public utility (per cent)	Total	Excluding self-supporting	Per capita excluding self-supporting		
GROUP V—*Continued*														
Population 30,000 to 50,000														
190. Bay City, Mich	49,600	$331,500	$1,930,000	$1,820,000	$4,081,500	$868,833	22	65	13	$3,212,667	$1,509,903	$30.44	$134,000	190
191. Haverhill, Mass.	49,230	907,000	286,000	195,000	1,388,000	22,000	..	..	..	1,366,000	1,171,000	23.79	N.	191
192. New Rochelle, N. Y.	48,800	4,322,000	4,976,676	N.	9,298,676	251,105	100	..	..	9,047,570	9,047,570	185.40	778,421	192
193. Lexington, Ky.	48,700	1,399,570	754,000	N.	2,153,570	498,009	82	18	..	1,655,561	1,655,561	34.04	220,446	193
194. Evanston, Ill.	47,600	935,000	3,215,000	.....	4,150,000	N.	..	..	..	4,150,000	4,150,000	87.18	3,419,700	194
195. Durham, N. C.	47,600	2,914,246	1,952,696	3,919,666	8,786,608	764,735	..	..	..	8,021,873	4,102,206	86.18	2,923,391	195
196. Battle Creek, Mich.	47,200	1,378,000	1,185,500	.....	2,563,500	N.	..	..	..	2,563,500	2,563,500	54.31	.....	196
197. Aurora, Ill.	47,100	(Not reporting)												197
198. Munice, Ind.	46,800	(Not reporting)												198
199. Columbus, Ga.	46,600	(Not reporting)												199
200. Waco, Texas	46,600	2,664,000	1,588,900	2,767,000	7,019,900	1,188,724	45	22	33	5,831,176	3,064,176	65.75	N.	200
201. Muskegon, Mich.	46,600	1,269,000	1,965,000*	417,500	3,651,500	472,656	100	..	..	3,178,844	2,761,344	59.23	857,170	201
202. Jamestown, N. Y.[33]	46,000	1,379,734	1,862,500	1,054,500	4,296,734	92,577	..	..	100	4,204,156	3,242,234	69.58	639,583	202
203. Brookline, Mass.	45,700	1,128,075	775,200	399,000	2,302,275	N.	..	..	..	2,302,275	1,903,275	41.60	.....	203
204. San José, Calif.	45,500	(Not reporting)												204
205. Chicopee, Mass.[34]	45,400	793,000	591,500	427,750	1,812,550	N.	..	..	..	1,812,550	1,384,800	30.50	N.	205
206. Fitchburg, Mass.	45,200	1,427,000	428,000	690,100	2,545,100	N.	..	..	..	2,545,100	1,855,000	41.04	N.	206
207. Austin, Texas	45,135	3,294,500	1,307,000	969,000	5,570,500	102,000	33	67	..	5,468,500	4,499,500	99.69	N.	207
208. Lorain, Ohio	44,900	1,411,451	1,527,725	570,000	3,509,176	577,808	70	4	26	2,931,367	2,361,367	52.59	1,048,307	208
209. Pueblo, Colo.	44,200	889,000	1,381,000	1,405,000	3,675,000	127,928	56	..	44	3,547,072	2,142,072	48.46	1,662,300	209
210. Hamilton, Ohio[35]	44,200	1,464,063	1,447,040	1,523,100	4,434,203	620,100	46	14	40	3,814,103	1,272,823	28.80	582,201	210
211. Williamsport, Pa.	44,000	882,000	1,246,000	N.	2,128,000	398,551	60	40	..	1,729,449	1,729,449	39.31	113,400	211
212. Stamford, Conn.	43,800	(Not reporting)												212
213. Butte, Mont.	43,600	(Not reporting)												213
214. Everett, Mass.	43,300	1,350,400	983,000	118,000	2,451,400	341,854	100	..	..	2,109,546	1,991,546	45.99	N.	214
215. Salem, Mass.	43,000	865,000	686,500	387,000	1,938,500	N.	..	..	..	1,938,500	1,551,500	36.08	.....	215
216. Rock Island, Ill.	42,700	(Not reporting)												216
217. Poughkeepsie, N. Y.	42,500	1,543,200	1,523,200	826,500	3,893,549	N.	..	..	..	3,893,549	3,067,049	72.19	1,002,473	217
218. Dubuque, Iowa	42,300	1,180,763	1,267,000	664,000	3,111,763	306,592	7	59	34	2,805,171	2,480,171	58.63	503,550	218
219. Council Bluffs, Iowa	42,300	(Not reporting)												219
220. Phoenix, Ariz.	42,100	(Not reporting)												220
221. Joliet, Ill.	41,900	1,500,000	1,870,000	N.	3,370,500	N.	..	..	..	3,370,500	3,370,500	80.50	1,122,800	221
222. Portsmouth, Ohio	41,200	(Not reporting)												222
223. West New York, N. J.	40,900	(Not reporting)												223
224. New Brunswick, N. J.[36]	40,800	1,755,000	1,565,000	1,129,000	4,449,000	99,778	100	..	..	4,350,222	3,221,222	79.01	.....	224
225. Taunton, Mass.[37]	40,600	493,100	730,000	1,807,000	3,030,100	608,429	..	2	98	2,421,671	1,222,108	30.11	501,000	225
226. Kokomo, Ind.	40,400	159,100	625,500	.....	784,600	N.	..	..	..	784,600	784,600	19.39	.....	226
227. Quincy, Ill.	39,800	(Not reporting)												227
228. Superior, Wis.	39,670	741,000	1,280,000	N.	2,021,000	73,000	53	47	..	1,948,000	1,948,000	49.10	.....	228
229. East Cleveland, Ohio	39,400	2,018,000	3,682,000*	45,000	5,745,000	430,437	80	19	1	5,314,563	5,275,000	133.50	1,214,298	229
229a. Amarillo, Texas	39,200	2,784,000	1,548,000	2,038,000	6,370,000	517,654	73	27	..	5,752,346	3,614,346	92.20	.....	229a
230. Wilmington, N. C.	39,100	(Not reporting)												230

BONDED DEBT OF 227 CITIES AS AT JANUARY 1, 1930—*Continued*

City	Census July 1, 1928	Gross Bonded Debt				Sinking Fund				Net Bonded Debt			Total gross special assessment debt	No.
		General improvement	Public school	Public utility	Total	Total	General improvement (per cent)	Public school (per cent)	Public utility (per cent)	Total	Excluding self-supporting	Per capita excluding self-supporting		
GROUP V—*Continued*														
Population 30,000 to 50,000														
231. Ogden, Utah	39,100	$1,595,000	$828,000	$975,000	$3,398,000	$16,024	..	100	..	$3,381,975	$2,406,975	$61.53	$1,142,627	231
232. Danville, Ill.	38,800	(Not reporting)												232
233. Lynchburg, Va.[25]	38,600	2,504,002	1,044,136	1,826,750	5,374,888	1,330,090	67	..	33	4,044,798	2,658,048	68.75	N.	233
234. Easton, Pa.	38,400	2,445,800	2,143,000	N.	4,588,800	559,503	59	41	..	4,029,297	4,029,297	104.89	695,800	234
235. Hazleton, Pa.	38,300	2,033,000	1,502,000	N.	3,535,000	167,539	38	62	0	3,367,461	3,367,461	87.90	.....	235
236. Petersburg, Va.	37,800	3,011,500	800,000	500,000	4,311,500	1,163,704	..	..	..	3,147,796	2,647,796	70.12	N.	236
237. Cranston, R. I.[25]	37,500	918,000	1,625,500	N.	2,543,500	316,552	100	..	..	2,226,948	2,226,948	59.35	N.	237
238. Waterloo, Iowa	37,100	(Not reporting)												238
239. Meriden, Conn.	37,100	(Not reporting)												239
240. Waltham, Mass.	37,100	(Not reporting)												240
241. Lewiston, Me.	36,600	747,000	80,000	418,000	1,245,000	225,000	100	..	..	1,020,000	602,000	16.42	.....	241
242. Orange, N. J.	36,500	2,390,000	1,522,000	380,000	4,292,000	917,889	46	30	24	3,374,111	3,216,927	88.17	.....	242
243. Clifton, N. J.	36,200	3,424,000	2,140,900	2,391,000	7,955,900	132,723	42	58	..	7,823,177	5,432,177	149.80	.....	243
244. Amsterdam, N. Y.	36,200	483,500	1,348,200	83,000	1,914,700	233,000	..	..	100	1,681,700	1,598,000	44.15	.....	244
245. Norristown, Pa.	36,200	(Not reporting)												245
246. Warren, Ohio	36,100	1,961,352	2,397,302	1,098,400	5,457,054	115,100	..	100	..	5,341,954	4,358,654	120.75	881,398	246
247. Green Bay, Wis.	36,100	(Not reporting)												247
248. Colorado Springs, Colo.	36,000	2,021,000	1,122,000*	1,521,000	4,664,000	.....	..	..	..	4,664,000	3,143,000	87.30	371,600	248
249. Revere, Mass.	36,000	(Not reporting)												249
250. Elgin, Ill.	36,000	53,000	200,000	95,000	348,000	N.	..	..	..	348,000	253,000	7.04	1,774,152	250
251. Auburn, N. Y.	35,700	844,632	48,000	210,000	1,102,632	37,781	..	..	100	1,064,851	854,851	23.88	380,569	251
252. Moline, Ill.	35,600	(Not reporting)												252
253. Sheboygan, Wis.	35,100	236,000	390,000	N.	626,000	N.	..	..	..	626,000	626,000	17.82	230,901	253
254. Irvington, N. J.	34,600	2,899,706	2,898,150	N.	5,797,856	366,360	80	20	..	5,431,496	5,431,496	156.95	1,402,443	254
255. Anderson, Ind.	34,600	(Not reporting)												255
256. Cumberland, Md.	34,400	1,935,000	.....	1,894,900	3,829,900	638,132	..	..	..	3,191,768	1,799,078	.....	.....	256
257. Montclair, N. J.	33,700	(Not reporting)												257
258. Watertown, N. Y.	33,700	1,185,635	1,130,500	1,035,000	3,351,135	160,375	54	..	46	3,190,760	2,155,760	63.84	226,653	258
259. Marion, Ohio	33,400	1,264,475	967,000	N.	2,231,475	N.	..	..	..	2,231,475	2,231,475	66.80	366,231	259
260. Oshkosh, Wis.	33,200	358,000	638,000	377,000	1,373,000	N.	..	..	..	1,373,000	996,000	30.00	N.	260
261. Muskogee, Okla.	33,200	2,298,093	1,005,000	874,000	4,177,093	2,000,339	76	24	..	2,176,754	1,302,754	39.25	531,513	261
262. Port Arthur, Texas	33,000	3,160,500	2,228,000	858,500	6,247,000	251,168	66	..	34	5,995,832	5,220,683	187.84	.....	262
263. Steubenville, Ohio	32,600	293,500	974,750	60,000	1,328,250	137,579	29	63	8	1,190,671	1,140,671	34.97	173,625	263
264. Mansfield, Ohio	32,500	1,022,725	1,293,000	212,000	2,527,725	226,008	86	14	..	2,301,716	2,089,716	64.42	346,400	264
265. Plainfield, N. J.	32,500	2,413,000	2,282,000	N.	4,695,000	196,409	59	41	..	4,498,591	4,498,591	138.20	270,000	265
266. Alameda, Calif.	32,400	253,929	1,547,467*	110,204	1,911,600	N.	..	..	..	1,911,600	1,801,396	55.63	107,498	266
267. Kearny, N. J.	32,100	(Not reporting)												267
268. Fort Smith, Ark.	32,100	(Not reporting)												268
269. Asheville, N. C.	32,000	(Not reporting)												269
270. Hagerstown, Md.	32,000	(Not reporting)												270
271. Middletown, Ohio	31,900	780,028	1,966,000	185,000	2,931,028	74,363	100	..	..	2,856,665	2,671,665	83.71	634,505	271

BONDED DEBT OF 227 CITIES AS AT JANUARY 1, 1930

City	Census July 1, 1928	Gross Bonded Debt				Sinking Fund				Net Bonded Debt			Total gross special assessment debt	No.
		General improvement	Public school	Public utility	Total	Total	General improvement (per cent)	Public school (per cent)	Public utility (per cent)	Total	Excluding self-supporting	Per capita excluding self-supporting		
GROUP V—*Continued*														
Population 30,000 to 50,000														
272. Sioux Falls, S. D.	31,200	$945,000	$1,357,000	$401,000	$2,703,000	$1,068,254	16	66	18	$1,634,745	$1,422,373	$45.65	N.	272
273. Rome, N. Y.	31,100	262,667	924,500	379,000	1,566,167	65,576	..	100	..	1,500,590	1,187,167	38.09	$375,776	273
274. Raleigh, N. C.	31,000	(Not reporting)												274
275. Richmond, Ind.	31,000	226,500	691,000*	.....	917,000	14,741	100	..	..	902,259	902,259	29.05	.....	275
276. Clarksburg, W. Va.	30,900	(Not reporting)												276
277. Great Falls, Mont	30,900	568,000	.....	419,000	987,000	434,957	29	..	71	.....	.....	.....	1,146,756	277
278. Norwood, Ohio	30,800	2,246,393	1,070,500	340,825	3,657,718	1,142,496	100	..	..	2,515,222	2,174,397	70.51	122,291	278
279. Port Huron, Mich.	30,700	1,021,620	755,000	292,000	2,068,620	70,000	100	..	..	1,998,620	1,706,620	55.48	730,298	279
280. Bloomington, Ill.	30,700	(Not reporting)												280
281. Newark, Ohio	30,500	778,000	.....	427,000	1,205,000	105,960	100	..	..	.....	.....	.....	275,000	281
282. Zanesville, Ohio	30,450	650,730	926,996	346,500	1,924,226	385,020	63	37	..	1,539,206	1,192,706	39.17	207,590	282
283. La Crosse, Wis.	30,400	440,000	734,000	600,000	1,774,000	464,000	..	10	90	1,310,000	710,000	23.35	214,210	283
284. Newburgh, N. Y.	30,400	(Not reporting)												284
285. Norwalk, Conn.	30,100	(Not reporting)												285
286. Nashua, N. H.	30,000	1,413,500	622,500	N.	2,036,000	277,007	..	..	..	1,758,993	1,758,993	58.63	N.	286
CANADIAN CITIES														
1. Montreal, Que.	699,500	$82,742,382	$36,174,000*	$30,754,915	$149,671,297	$18,250,602	80	20	..	$131,420,695	$.....	$.....	$23,692,036	1
2. Toronto, Ont.[38]	585,626	41,535,326	26,817,127	91,117,323	159,469,778	21,500,282	27	21	52	137,969,496	57,870,351	98.82	9,303,286	2
3. Winnipeg, Man.[39]	205,083	9,750,654	9,175,000	28,773,598	47,699,252	15,963,132	31	18	51	31,736,120	11,102,972	54.14	12,876,089	3
4. Vancouver, B. C.	142,150	34,225,716	9,598,176	5,576,668	49,400,560	11,235,718	71	17	12	38,164,842	33,970,735	238.98	6,312,289	4
5. Hamilton, Ont.[40]	134,566	9,910,678	3,624,717	6,652,802	20,188,197	4,776,800	44	14	42	15,411,397	9,644,055	71.67	2,190,554	5
6. Quebec, Que.[41]	131,071	17,483,349	5,354,000	5,559,125	28,396,474	2,462,210	60	30	10	25,934,264	20,615,400	157.28	.....	6
7. Ottawa, Ont.[42]	122,731	9,083,079	4,154,561	4,862,661	18,100,301	5,879,046	58	15	27	12,221,255	10,224,407	83.31	4,719,524	7
8. Edmonton, Alta.[43]	72,501	20,379,262	4,170,913	11,497,428	36,047,603	10,876,113	42	4	54	25,171,490	19,539,081	269.50	4,503,653	8
9. Calgary, Alta.[44]	72,500	10,483,315	2,934,183	9,692,995	23,110,493	11,659,161	66	..	34	11,451,332	6,517,240	89.88	5,847,010	9
10. Windsor, Ont.[45]	68,569	5,738,803	4,304,341	3,625,743	13,668,887	168,317	..	61	39	13,500,570	9,874,827	144.01	.....	10
11. London, Ont.	68,404	(Not reporting)												11
12. Halifax, N. S.	55,000	8,582,278	2,183,033	2,099,306	12,864,617	3,694,521	80	20	..	9,170,096	7,070,790	128.56	478,376	12
13. St. John, N. B.[46]	52,000	1,871,827	1,725,500	4,538,124	8,135,451	3,768,667	87	11	2	4,366,784	667,831	12.84	.....	13
14. Verdun, Que.	47,000	(Not reporting)												14
15. Victoria, B. C.	42,000	10,810,481	1,354,949	3,859,864	16,025,294	3,176,081	57	27	16	12,849,213	9,534,408	227.01	86,491	15
16. Regina, Sask.	42,000	(Not reporting)												16
17. Saskatoon, Sask.[47]	42,000	4,081,631	2,606,571	4,090,040	10,778,242	3,019,900	41	10	49	7,758,342	5,401,150	128.60	2,870,315	17
18. Three Rivers, Que.	36,500	(Not reporting)												18

NOTES.—The cities are arranged in order of population, according to the latest estimates by the bureau of the census, July 1, 1928, with exceptions noted by that bureau. Population of Canadian cities is as estimated for 1928.

*=Estimated. N=None.

[1] *New York.* Utility bonds, including rapid-transit subway bonds and dock bonds, not separately reported; general sinking funds include school. Sinking fund resources show a surplus of over $36,000,000.

[2] *Chicago.* General bonds include $103,550,050 sanitary district bonds, 92½ per cent of the total debt of the district, based upon the proportion of taxable values within the city. Debt reported does not include county or forest preserve district (coextensive with county) bonds, $42,231,000. Ninety-one per cent of the taxable values of the county are within the city. Utility bonds include water, $360,500, and street lighting, $7,100,000.

[3] *Philadelphia.* Includes city and county; general and utility debt not separated. Self-supporting debt is estimated.

[4] *Detroit.* Utility bonds include street railway, $22,389,000, and lighting, $18,617,000; in addition to the debt there is a street railway purchase contract for $9,472,047.

[5] *Los Angeles.* Census is local estimate. General bonds include flood control, $8,383,175, based upon proportion of flood control district valuation in city; utility bonds include light and power, $39,295,000, and harbor, $23,894,500; school bonds are issued by the county, amount reported being city's prorated share based upon valuations.

[6] *Cleveland.* Utility bonds include light and power, $7,012,000.

[7] *Boston.* Utility bonds include rapid transit, $53,440,700; county debt, $1,871,000, which is paid by Boston, not included; special assessment bonds are not kept separately.

[8] *San Francisco.* Utility bonds include street railway, $2,705,000.

[9] *Milwaukee.* Debt does not include metropolitan sewerage commission, $23,016,982,—79.36 per cent of which is paid by the city.

[10] *Minneapolis.* Utility bonds include light and power, $50,000; market, $24,000; and river terminal, $742,000.

[11] *New Orleans.* General bonds include sewerage, water and drainage, amounts not separately reported; utility bonds include Public Belt Railroad, $3,000,000, and port, $41,169,000. Debt reported does not include levee district bonds, $11,037,500 (1929).

[12] *Cincinnati.* Utility bonds include rapid transit, $6,100,000; airport, $775,000; and Cincinnati Southern Railway, $21,832,000; rental revenues of the latter are $1,250,000 annually, the excess over its debt charges being equivalent to debt charges on $10,000,000 general bonds.

[13] *Indianapolis.* General bonds include park district, $3,363,200, and sanitation district, $3,575,500.

[14] *Portland.* General bonds include dock, $8,280,000, and city's portion (93.77 per cent) of port, $4,110,876; utility bonds include golf, $142,000; school bonds are 97.42 per cent of total as city's portion. The city's portion (91.49 per cent) of county debt, $8,563,464, is not included.

[15] *Jersey City.* Utility bonds include dock, $251,000.

[16] *Columbus.* School debt not reported; utility bonds include light and power, $2,057,000; sinking fund not reported separately as between general and utility; self-supporting debt not reported.

[17] *Denver.* Includes city and county; general debt includes city's portion of Moffat tunnel, $13,613,600.

[18] *Omaha.* Utility bonds include gas, $4,500,000.

[19] *Richmond.* Utility bonds include light and power, $300,000, and gas, $3,891,550.

[20] *Dayton.* Utility bonds include sewage disposal, $1,165,000.

[21] *Norfolk.* Utility bonds include docks and piers, $6,111,000; general sinking fund includes school.

[22] *Miami.* Utility bonds include street railway, $1,065,000.

[23] *Nashville.* Utility bonds include light and power, $368,000; general sinking fund includes utility.

[24] *Wilmington.* Utility bonds include harbor, $2,650,000.

[25] *Albany, Highland Park, Charlotte, Portland, Portsmouth, Lynchburg, Cranston.* General sinking fund includes school.

[26] *Kansas City, Kansas.* Utility bonds include light and power, $2,856,000.

[27] *Duluth.* Utility bonds include gas, $1,086,000.

[28] *Tampa.* School debt reported is for entire school district of which an estimated 88 per cent is in the city.

[29] *Tacoma.* Utility bonds include light and power, $5,685,000; street railway, $348,000; dock, $405,000; and garbage, $97,000.

[30] *Long Beach.* Utility bonds include gas, $3,886,000.

[31] *Lincoln.* Utility bonds include commercial light, $100,000, and street light, $100,000; school bonds are for a separate district of larger territory than the city.

[32] *St. Petersburg.* Utility debt includes light and power, $535,000; street railway, $1,175,000; and gas, $1,073,000.

[33] *Jamestown.* Utility debt includes light and power, $176,000, and market, $31,500.

[34] *Chicopee.* Utility debt includes light and power, $59,750.

[35] *Hamilton.* Utility bonds include light and power, $794,300, and gas, $317,800.

[36] *New Brunswick.* Utility bonds include dock, $250,000.

[37] *Taunton.* Utility bonds include light and power, $776,000; street railway, $10,000; and sewer, $501,000.

[38] *Toronto.* Utility bonds include light and power, $25,884,739; street railway, $36,906,900; exhibition, $3,335,414; royal winter fair, $1,135,810; housing, $594,000; abattoir, $304,000; ferries, $151,000; and radials, $2,452,896; school debt includes separate (Roman Catholic) school board, $2,390,000, paid from taxes of supporters.

[39] *Winnipeg.* Utility bonds include light and power, $18,327,000; housing, $2,650,000; and steam heating, $1,100,000.

[40] *Hamilton.* Utility bonds include light and power, $2,689,353, and housing, $270,938.

[41] *Quebec.* School debt includes Roman Catholic, $5,174,000, and Protestant, $180,000.

[42] *Ottawa.* Utility bonds include light and power, $948,044.

[43] *Edmonton.* Utility bonds include light and power, $3,259,703; street railway, $2,813,543; and telephone, $2,276,525.

[44] *Calgary.* Utility bonds include light and power, $3,037,872; street railway, $2,730,097; hospitals, $325,095; and paving plant, $100,000.

[45] *Windsor.* Utility bonds include light and power, $1,442,892, and housing, $1,170,727; school debt includes $1,181,754; Roman Catholic school debt paid by separate supporters.

[46] *St. John.* Utility bonds include light and power, $749,950; ferry, $252,885; market, $70,000; and housing, $38,055; harbor bonds, $1,467,164, have been assumed by the Dominion government.

[47] *Saskatoon.* Utility bonds include light and power, $1,976,447, and street railway, $1,096,519.

RECENT BOOKS REVIEWED

THE SMALL CITY AND TOWN. Edited by Roland S. Vaile. Minneapolis: The University of Minnesota Press, 1930. 159 pp.

This book consists of a series of papers and addresses presented at a conference on the problems of the small city and town held at the University of Minnesota in June, 1929, under the auspices of the School of Business Administration. Besides the formal report summarizing the conclusions of the conference (pp. 1–23), nineteen other papers are contributed on nearly every phase of rural and village life by academic specialists, public officials, and business men. Highways, schools, newspapers, transportation, banking, merchandising, manufacturing, and budgeting in their relation to rural communities are all discussed. The papers vary considerably in excellence, some giving evidence of the sound scholarship of their authors, others confining themselves largely to rather platitudinous assertions. Most of the book is of interest primarily to the rural sociologist. The student of government, however, will find several of the papers suggestive. Among these may be mentioned: *Integration and the Small Town*, by the editor; *Highways and the Small Town*, by C. M. Babcock; and *Budget and Accounting Procedure for a Small Town*, by George M. Link. The summary report of the conference by the editor and the General Introduction by Dean Stevenson are especially worth while. A valuable feature is the rather full bibliography.

LANE W. LANCASTER.

Wesleyan University.

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PUBLIC UTILITY CONTROL IN MASSACHUSETTS. By Irston R. Barnes. Yale University Press, 1930. 239 pp.

This is the second volume in a series published by the department of economics, sociology and government, and originally undertaken by the author as a dissertation in partial fulfilment of the requirements for the degrees of doctor of philosophy. The book is therefore well documented.

The main object was to determine the practical application of the prudent investment theory to the problem of rate regulation, as exhibited in the state of Massachusetts. The author soon realized that, in spite of the prevalent belief that prudent investment is the basis of rate regulation in that state, the fact is otherwise.

The work, therefore, assumed the form of a "case" study: the exposition and critical analysis of the Massachusetts methods in regulating security issues and rates.

As is well known to students of utility regulation, Massachusetts has maintained strict supervision over utility security issues for about sixty years. Consequently when rate regulation came to the fore during the last twenty-five years, the regulatory bodies of that state had an advantage over similar bodies in other states, in that they, the former, knew what the investment had been in each utility, while in other states this basic factor was unascertainable.

It is, therefore, not surprising that while elsewhere appraisals, valuations, became the prevalent method of ascertaining a rate base, Massachusetts gradually evolved an entirely different procedure. It took the securities outstanding as a starting point. This provided a ready measure and did not require dickering about for months and years at a time, as is the case with valuations.

The author follows the historical development of supervision of security issues and rates as expressed in the legislative policies of the state as well as the application of those policies in specific cases by the regulatory authorities. Then he attempts to evaluate the methods peculiar to Massachusetts and to compare them somewhat with the methods used or advocated elsewhere.

In this latter part, or critical analysis, the book perhaps falls short. However, the author does not pretend at an attempt to cover the subject. But as to the expository portion, this volume is a valuable contribution toward the series of monographs about regulation in the individual states begun lately in various institutions; studies which are highly desirable for those who wish to become acquainted with the actual workings of utility regulation in given jurisdictions.

NATHANIEL GOLD.

The College of the City of New York.

SURVEY OF THE POLICE DEPARTMENT OF MINNEAPOLIS, MINNESOTA. Conducted by August Vollmer. Published by the City Council, Minneapolis, 1930. 198 pp. (Mimeographed).

The 1930 Survey of the Police Department of Minneapolis, by August Vollmer, made under authorization of the city council of that city, is an example of a comprehensive and dispassionate report written by one who obviously knows his business. It is impossible in three or four hundred words to present a clear and comprehensive consideration of all points.

The outstanding feature of the report from the standpoint of form is its logical and orderly arrangement. The graphs and tables are neatly and clearly set up and portray at a glance some particular phase of police administration which fits in admirably to complete a picture of the Minneapolis police department as it stands now and as it should stand under proper administration. Not only police officials but laymen as well can pick up the report and travel along with Mr. Vollmer toward the goal of more efficient police administration for Minneapolis.

The text of the report is effectively and clearly presented. It is an encouraging sign when so much attention is paid to the question of personnel and morale. Of course, that is the mainspring of all police administration, and if Minneapolis will only follow Mr. Vollmer's recommendations on personnel doubtless much of their problem will be solved. Mr. Vollmer has apparently been untiring in his efforts to get at facts in relation to all of the various phases of his report. Where he was unable to get facts, as in the case of statistics on vice, he admitted it. It is a wise man who refuses to make recommendations on thin air and without facts. The part of the report dealing with traffic and its fatalities is alarming. There certainly is room in Minneapolis for considerable educational work, and it seems that this might well be a problem for civic organizations to work out in coöperation with the police authorities. It can be done. Rochester has done it, and what Rochester can do Minneapolis can do. Mr. Vollmer's recommendation embodying the establishing of a toxicological laboratory indicates that men who are studying police administration are coming to realize that science can play an important part in solving the intricate problems of police work.

Mr. Vollmer's recommendation that the superintendent of police be given the protection of civil service regulation is, of course, proper and logical, but it seems rather inconsistent with good policies of organization to give the mayor the power of appointing members of the police force. Why not have the line of authority run directly from the mayor to the superintendent of police, thence to the members of the force? It would seem that this method would take the police department that much further out of politics and would make the superintendent of police a more effective administrator. As one reads Mr. Vollmer's report he becomes more and more impressed with the fact that the police department of Minneapolis must now be pretty well tied up with politics and therefore cannot function consistently and efficiently. If such is the case any step that can be taken to remedy this situation would seem to be the one that should be taken first.

ALFRED GATES.
Rochester Bureau of Municipal Research.

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XII INTERNATIONAL HOUSING AND TOWN PLANNING CONGRESS, Roma, 1929. *Part I: Papers.*

The International Federation for Housing and Town Planning publishes the papers of its Congresses in advance, thereby facilitating discussion, which must always be difficult with such diversity of language and such a large number of delegates, usually over one thousand, in attendance. These papers take on a unique importance because they collect simultaneous views as to particular problems in each of many countries throughout the world. While some of our city planning and housing problems in America are chiefly of local significance and some of the problems of the rest of the world do not apply here, or are so twisted in aspect as to be unrecognizable as the same, much of this world experience is of greatest value, if only as a means of testing the validity of our own undertakings and acquainting us with the fact that our way is not the only way that has been found to work.

At each Congress a limited number of specific topics are treated. At Rome there were four only, two closely related housing subjects and two equally closely related town planning matters. The *Financing of Working and Middle-Class Housing* included a paper on American mortgaging and the possibilities of limited dividend companies here by Alexander

Bing. To the *Planning of Apartment Housing Schemes* Lawrence Veiller contributed an extended exposition of model American tenement types, with special regard to light, air, sanitation, safety, privacy and "creature comforts," and a prediction that their luxuriousness will increase steadily. Some of the aspects of the *Planning for Expansion of American Cities* were discussed in a broad way by Aubrey Tealdi, including special reference to the preservation of historical associations and the city's individuality, this being the special topic under consideration. Not the least interesting portions of this five-hundred-page document are the expositions of the development of Rome and Milan.

Part III, Final Report.

This document is remarkable in that it gathers under one cover the various views up to the minute of authorities throughout the world on a number of specific subjects.

For the *Financing of Middle-Class Housing* it is generally agreed that insufficient capital is available in most countries. As to *Apartment Houses* it is agreed that some are necessary, but vigorous disagreement arose as to whether they should be kept down to three stories or allowed to go much higher, and as to whether, by zoning or otherwise, shops should be kept out of the ground floor. For *Historic Towns* the majority favored preserving the old center and diverting traffic through the surrounding new town designed on modern lines, with new centers, thus promoting a degree of decentralization. The need for *Research in Town Planning* with a view to establishing sound doctrine was stressed by all.

It may be noted that while one American presided as an alternate at one session, neither he nor any other American participated in any of the discussions of this great international congress. Can it be because we presume to believe we do not need to share the experience of others?

ARTHUR C. COMEY.

DEUTSCHER KOMMUNAL KALENDAR, 1930. Edited by Alfred Finke and Erwin Stein, Berlin, Deutscher Kommunal-Verlag G.m.b.H., 1929. 396 pp.

The tenth *Behördenjahrbuch* by Finke and Stein represents one of the best of this very useful series of yearly indices to German municipal affairs and literature. The introductory section contains comprehensive calendars of municipal activities for the coming year in practically every phase of communal government and administration, as well as certain highly important schedules of postal, telegraph, and telephone charges—to say nothing of 65 blank pages for engagement schedules, etc. The second section contains brief articles on each of the various organizations of German political, administrative, and technical officials, together with directories of their officials. Section three is a directory of the executive personnel of the *Reich* and of each of the states and free cities.

Section four, comprising the most important portion of the yearbook, is devoted this year to problems of communal hygiene. In this section there are a number of very illuminating articles on the relative aspects of *Reich, staat,* and *kommunal* health administration, as well as a group of concise essays upon the legal basis and powers of public hygiene functionaries, and the technique of administration. By restricting the subject matter considered in each yearbook, the authors are able to make appreciable progress in a particular phase of communal administrative activity. While this may be desirable, it seems to the reviewer to entail the neglect of recent developments in other phases of local administration; to the foreign student, particularly, the book's value would be enhanced by a cyclopaedic treatment of all current developments, even if a certain superficiality were the consequent.

The latter sections of the volume are occupied with an exhaustive and very excellent bibliography of local government literature which has appeared during the last year in foreign countries and in Germany. In this single respect—the completeness of the bibliographical material—does the German publication surpass its excellent and distinguished American counterpart, Mr. Buttenheim's annual *Municipal Index.*

ROWLAND A. EGGER.

Princeton University.

THE CONSTITUTION AND GOVERNMENT OF TEXAS. By Frank M. Stewart and Joseph L. Clark. New York: D. C. Heath and Company, 1930. 268 pp.

A recent act of the Texas legislature provides that the educational institutions of the state must offer a course of instruction in the constitu-

tions of the United States and of Texas. This book has been written to supply such a text on the constitution and government of Texas for use in the colleges of the state.

It is divided into two parts: the first treats the history and development of the state constitution; the second deals with the actual functioning of the government under the constitution. In the discussion of the historical development of the constitution the salient features of the six constitutions of Texas are considered. Important problems that should be considered by the next constitutional convention are discussed.

The section of the book which deals with the actual operation of the government of the state is divided into five chapters; they are on the executive, the legislature, administration, the judiciary, and local government. An excellent plan of administrative reorganization is suggested which would unquestionably result in greater economy and efficiency in state administration in Texas. It is the view of the authors that minor changes in the judiciary would not be sufficient but "what is needed is comprehensive reconstruction, thorough procedural reform, and a general improvement of personnel."

Suggested changes are also made for the legislative and executive branches of state government. While county government comes in for some criticism, the government of the cities of the state seems to be satisfactory.

The authors have given an excellent survey of their subject. It is stimulating and thought-provoking, and should serve as a challenge to the students to improve the government of the state.

Charles M. Kneier.

University of Nebraska.

MUNICIPAL REPORTS

Brunswick, Georgia. *Ninth Annual Report for year ending December 31, 1929.* By E. C. Garvin, City Manager. 45 pp.

This latest report of Brunswick is quite similar to the one issued last year. Mr. Garvin believes strongly in the effectiveness of the graphical method of presentation. Of the 44 pages, 19 are devoted to charts, 12 to text, 9 to maps and pictures, and 4 to financial tables.

The report opens with an organization chart of the city government and an official directory. This is followed by a letter of transmittal and a résumé of accomplishments and needs. Starting with the city commission the balance of the report is devoted to a report of the various departments, and it is interesting to note that the order in which they appear follows quite closely the organization chart, thus aiding greatly the reader's understanding of the relation of the various activities.

Some of the outstanding features of this report aside from the clear and effective charts are its attractiveness, comparative data, and the emphasis placed on important statements by a change in type. All in all this report reaches a high point in public reporting.

Cincinnati, Ohio. *Municipal Activities. A report of the fourth year's operation under the council-manager charter.* By C. O. Sherrill, City Manager. 111 pp.

To say this report is an improvement over Colonel Sherrill's previous reports of Cincinnati's municipal government is indeed a compliment. This report comes close to meeting the most exacting requirements of a municipal report. It is well arranged, the space allotted to various activities appears well proportioned; the charts and pictures seem ample—there are twenty-one of the former and fifty-two of the latter; and for attractiveness and typography it would be difficult to surpass.

Some of the outstanding accomplishments listed include: a reduction in the tax rate of 54 mills from the 1928 rate; the acquisition of 197 acres of park land; a reduction in bonded indebtedness for a four-year period of one and one-third millions; the planting of 900 street trees; a saving of $78,000 by the purchasing department; a reduction in the infant mortality rate from 85.4 in 1928 to 73.3 in 1929; the formation of a Regional Planning Commission; and the preparation of a five-year program for major highways.

The decrease in the number of pages to 111 as compared to 217 in the 1927 report and 198 in the 1928 report is a source of satisfaction to the reviewer who feels that no important omissions are made in this latest and smaller edition, and further that a much more effective presentation is made. Another important feature worthy of mention is the section devoted to personnel administration. It is rare indeed to find this important activity recorded in a municipal report.

Clarence E. Ridley.

REPORTS AND PAMPHLETS RECEIVED

EDITED BY WELLES A. GRAY

Assistant Director, Municipal Administration Service

Penal and Eleemosynary Supporting Data to the Report of the State Survey Commission.—By P. E. Thomas and J. J. Sullivan. Jefferson City, Missouri, 1929. 44 pp. This collection of supporting data on penal and eleemosynary institutions is part of the supplementary data to the report of the Missouri State Survey Commission, which, together with other collections of supporting data, will be reviewed separately in subsequent numbers of the REVIEW. This report covers the various state penal institutions and reformatories, and the state industrial schools for girls. Other data on housing conditions in state mental hospitals, and on public health are included. (Apply to the State Survey Commission, State House, Jefferson City, Mo.)

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Specifications for Fireworks.—By the Milwaukee Central Board of Purchases, Milwaukee, 1930. 26 pp. (Mimeographed.) These are complete and general specifications for all types of fireworks for a Fourth-of-July fireworks display. They were prepared by the Milwaukee Board of Purchases after consultation between members of the board, the city chemist, and several manufacturers of fireworks. (Apply to Central Board of Purchases, City Hall, Milwaukee, Wisc.)

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Suggested Fire Prevention Ordinance.—By the National Board of Fire Underwriters. New York, 1930. 81 pp. This ordinance provides for the establishment of a bureau of fire prevention and lays down regulations for the safe handling of explosives, combustibles and other dangerous materials, and for the conduct of dangerous processes. (Apply to the National Board of Fire Underwriters, 85 John Street, New York City.)

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Follow-up Systems for Purchasing Departments.—By the National Association of Purchasing Agents. New York, 1930. 16 pp.

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Specifications.—By the National Association of Purchasing Agents. New York, 1930. 13 pp. (Mimeographed.) These booklets are numbers one and two of a series of technical pamphlets inaugurated by the National Association of Purchasing Agents in order to provide technical assistance to purchasers. *Follow-up Systems* provides several sets of record forms and form letters to be used by purchasing departments to insure prompt delivery of goods after purchase. In *Specifications* there is a full discussion of the necessity, nature and use of specifications in buying either publicly or privately. As an example of the use of specifications, a description of the methods employed by the United States Navy in purchasing lubricants is included. (Apply to National Association of Purchasing Agents, 11 Park Place, New York.)

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General Tax Levies for Cities, 1928.—By Municipal Statistics Department, Wisconsin Tax Commission. Bulletin No. 31. Madison, March, 1929. 4 pp.

General Property Tax Levies for Villages, 1928.—By Municipal Statistics Department, Wisconsin Tax Commission. Bulletin No. 32, Madison, April, 1929. 4 pp. These two bulletins contain tabulations of the assessed valuations and tax levies and rates for general property taxes for state, county, local and school purposes. (Apply to the State Tax Commission, Madison, Wisc.)

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Nine Years of Smoke Abatement Work at Salt Lake City.—By Austin Gudmundsen. Washington, D. C., Department of Commerce, Bureau of Mines, April, 1930. 17 pp. (Mimeographed.) In this report is presented the story of the work of one city not merely to abate but virtually to eliminate the smoke nuisance. Data on the measures taken in industrial plants, railroads and other heavy contributors of smoke are included. There is also a bibliography of publications of the Bureau of Mines on smoke prevention. (Apply to Bureau of Mines, Department of Commerce, Washington, D. C.)

Proposed Standard Smoke Ordinance.—Washington, D. C., Department of Commerce, Bureau of Mines, March, 1930. 5 pp. (Mimeographed.) This ordinance was prepared by a joint committee representing the American Society of Heating and Ventilating Engineers, the Stoker Manufacturers' Association, the American Civic Association, and the Fuels Division of the American Society of Mechanical Engineers. It was originally printed in the May, 1924, *Mechanical Engineering*. In view of the importance of the smoke problem the Bureau of Mines has recently reprinted it. It provides for a bureau of smoke regulation and sets forth the standards which this bureau shall enforce. Public officials and civic organizations interested in smoke elimination will find this ordinance of real value. (Apply to Bureau of Mines, Department of Commerce, Washington, D. C.)

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Real Estate Departments as Administrative Units in City Government.—By the Municipal Reference Bureau, University of Cincinnati. Cincinnati, November, 1929. 12 pp. (Mimeographed.) This is a survey of the organization and work of the departments or offices which buy, lease, sell, and appraise real estate needed or about to be disposed of by cities. It covers twenty-three large American cities. (Apply to the Municipal Reference Bureau, 246 City Hall, Cincinnati, Ohio.)

✻

Making Milwaukee Mightier.—By Arthur M. Werba and John L. Grunwald. Milwaukee, Board of Public Land Commissioners, 1929. 80 pp. This bulletin is divided into two parts. The first presents a record of achievement in metropolitan unification in Milwaukee. Since 1922, 47 local suburbs have been annexed to Milwaukee. The advantages and disadvantages of this policy of consolidation are fully set forth. The second part gives, in summary form, data on the unification of government in fifteen other metropolitan communities. (Apply to the Board, City Hall, Milwaukee, Wisc.)

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A Study of the Present Financial Difficulties of Local Government and Their Causes.—By the Joint Commission on Real Estate Valuation. Chicago, November, 1929. 83 pp. Here is a gloomy picture of the financial plight of America's second city. It gives a comprehensive view of the system of financial administration of the various agencies of local government in Cook County. Included are recommended plans for reorganization of the system. These plans are based upon the following four points: (1) a sound assessment service; (2) definite temporary borrowing power, which fixes the limit for mortgaging future income; (3) a definite budget law which controls expenditures in relation to revenue; and (4) a funding of existing debts, "which frankly and economically faces the sad fact of present deficits, as they are, and prepares the way, not for repetition, but for orderly and controlled public finance programs." (Apply to the Commission, 189 West Madison Street, Chicago.)

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Auditing Control and Purchasing Procedure in the Municipal Court of Philadelphia.—By the Bureau of Municipal Research of Philadelphia. Philadelphia, Thomas Skelton Harrison Foundation, 1930. 58 pp. In this bulletin are presented the second and third reports of the Philadelphia Bureau's survey of the Philadelphia municipal court. The report on auditing control is a thoroughgoing investigation into the organization and activities of the departments charged with this function. That on purchasing describes the organization for purchasing, the methods followed by purchasing departments, and the economies achieved through centralized buying. (Apply to Thomas Skelton Harrison Foundation, 311 South Juniper Street, Philadelphia.)

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Standards of Practice for Realtor Appraisers and Appraisal Committees of Real Estate Boards.—By the National Association of Real Estate Boards. Chicago, April, 1929. 23 pp. This manual sets forth standards of practice for the appraisal of residential and a limited number of commercial properties. It discusses briefly the work and qualifications of appraisers and the methods used for evaluating real property. A code of professional ethics and a glossary of terms used in appraisal work are included. (Apply to the National Association of Real Estate Boards, 310 South Michigan Avenue, Chicago).

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Annual Report of the City Plan Commission.—Detroit, 1929. 16 pp. In this report are presented the developments in planning which took place in Detroit during 1928, with particular attention to new traffic thoroughfares. (Apply to the Commission, City Hall, Detroit.)

JUDICIAL DECISIONS

EDITED BY C. W. TOOKE
Professor of Law, New York University

Police Power—Confiscation of Motion Picture Films and Apparatus.—The Supreme Court of Illinois on April 11, 1930, handed down an important decision, prescribing the limits of the power of censorship of motion pictures (*United Artists Corporation* v. *Thompson, Mayor of Chicago,* reported, U. S. Daily, April 24). The court upholds generally the power of the city to provide by ordinances for the censorship of both the scenes and language of public exhibitions (*Block* v. *Chicago,* 239 Ill. 231) and of motion picture shows, especially upon the ground that they are patronized largely by children. So long as the method of the exercise of such censorship is lawful, as by the requirement of permits, due notice and hearing being accorded, the judgment of the officials to whom the discretion is committed will not be set aside, unless clearly contrary to the evidence. The exhibition for which the refusal of a permit in the instant case was affirmed depicted criminal acts and objectionable police methods which had been condemned by the courts of the state.

The penalty prescribed for a violation of the ordinance in addition to the imposition of fines, required the confiscation of the plates, films, rolls and other apparatus used in the production, without notice or hearing by a duly constituted tribunal. This portion of the ordinance was held to be unconstitutional, as not according the owner due process of law and as contrary to sections 2 and 6 of Article II of the state constitution. It is doubtful whether a penalty of confiscation can be upheld in any event, unless the power to impose such a penalty is expressly conferred upon the city by statute. As thus modified, the ordinance was declared to be valid and the injunction against further performances affirmed.

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T ,—Statutory Liability for Injury by Municipally Owned Vehicle on Public Highways.—In the February, 1929, notes we commented upon three decisions by the lower courts of New York State, holding that municipalities were liable for negligence of their employees in operating motor vehicles upon the public highway. The statute in question provided that:

> every owner of a motor vehicle operated on a public highway shall be liable and responsible for death or injuries to person or property resulting from negligence in the operation of such vehicle, in the business of such owner or otherwise, by any person legally using or operating the same with the permission, express or implied, of such owner.

In *Lacook* v. *Schenectady,* 221 N. Y. S. 379 however, the Appellate Division held that this statute should not be construed to change the common law immunity of cities for acts of their agents while engaged in so-called governmental as distinguished from proprietary functions, and we suggested that this desired change in the law could be brought about only by legislation.

At the last session of the New York legislature, the following statute was enacted:

> *Highway Law.* §283-g. *Municipal liability for negligent operation of vehicles.* Every city, town and village shall be liable for the negligence of a person duly appointed by the governing board or body of the municipality, or by any board, body, commission or other officer thereof, to operate a municipally owned vehicle upon the public streets and highways of the municipality in the discharge of a statutory duty imposed upon the municipality, provided the appointee at the time of the accident or injury was acting in the discharge of his duties and within the scope of his employment. Every such appointee shall, for the purpose of this section, be deemed an employee of the municipality, notwithstanding the vehicle was being operated in the discharge of a public duty for the benefit of all citizens of the community and the municipality derived no special benefit in its corporate capacity.

While this statute purports to be a subdivision of section 282 of the Highway Law, it is interesting to note that just prior to the enactment of subdivision "g," the remainder of the section was repealed and its provisions reënacted in the motor vehicle law. As the enactment of subdivision "g" came after the repeal, there would seem to be no question of its legal standing,

although labeled with an erroneous section title. The new statute widely extends the New York law of liability of municipal corporations, which already was far more extensive than that of most of the other states.

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Taxation—Federal Taxation of Income of Municipal Officers and Employees.—In Vol. XVIII, p. 186, of the REVIEW (March, 1929), we reported the decision of the U. S. Circuit Court of Appeals, Fifth Circuit, reversing the Board of Tax Appeals in the case of *Howard* v. *Lucas, Commissioner of Internal Revenue,* which had held that the compensation of the plantiff employed to assist a municipality in litigation was not exempt under the federal income tax. We pointed out that the decision of the Circuit Court seemed contrary to the principles laid down by Mr. Justice Stone in *Metcalf* v. *Mitchell,* 269 U. S. 514. A similar decision, however, was later handed down by the Circuit Court of Appeals, Third Circuit, July 25, 1929, in *Reed* v. *Commissioner of Internal Revenue,* 34 Fed. (2d) 263, in which Senator Reed claimed exemption for fees received by him as counsel for the state of Pennsylvania. Judge Buffington in the opinion of the court cited and approved the Howard case, and said (p. 264):

As the power of a state to live depends on its right to tax, it follows that to subject its power to tax to the taxing power of another sovereign is, to that extent, to strike at the life of the state. It follows, therefore, in our dual form of federal and state sovereignty, that neither nation nor state can in any way trammel the free and sovereign power of each to tax in its own sphere, and to use, free from taxation, the service of every one it employs to aid in effecting its power of taxation. The constitutionality of the power to tax here concerned was *pro tanto* vital to the existence of the commonwealth, and the work of counsel employed to assist the Attorney General in vindicating that right in the courts was not the work of Major Reed, but of the state itself, for "qui facit per alium facit per se."

Both of these decisions have recently been reversed by the Supreme Court, with per curiam opinions, upon the authority of *Metcalf* v. *Mitchell,* the Howard decision being handed down December 9, 1929, and the Reed decision, May 5, 1930.

In the Metcalf case, Justice Stone declined to consider the question upon the basis of the "governmental" or "proprietary" functions of the services rendered, and based his decision squarely upon the finding that the remuneration of independent contractors with a municipality was subject to the federal income tax. The recent decisions thus disposed of any question of exemption for other than state and municipal officers and employees.

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Metropolitan Government—The Pittsburgh Project.—In *O'Connor* v. *Armstrong,* 149 Atl. 655, the Supreme Court of Pennsylvania on March 17, last, held that the county commissioners of Allegheny County have no power to resubmit the proposed charter for the Consolidated City of Pittsburgh to the electors of the county in its original form. This procedure was recommended by the metropolitan plan commission, which has been continued in existence for the purpose of further studying the subject of the consolidations of the cities, boroughs and townships of the county and making a report to the legislature. The amendment to the state constitution under which it was claimed the commissioners have a power of resubmission was adopted in 1927, and reads as follows:

The General Assembly is hereby authorized to provide for the consolidation of the county, poor districts, cities, boroughs and townships of the county of Allegheny, and the offices thereof, into a consolidated city and county, with the constitutional and legal capacity of a municipal corporation, to be known as the City of Pittsburgh, and to provide for a charter for its government. The said charter shall be submitted to the electors of said county, at a special election to be provided for therein. If the majority of the electors voting thereon in each of a majority of the cities, boroughs and townships thereof vote in the affirmative, the act shall take effect for the whole county. If rejected, the said charter may be resubmitted to the electors in original, new or modified form, at any subsequent election until adopted.

The right of the commissioners to take such action without authorization by the legislature was first sought to be established by a proceeding under the Uniform Declaratory Judgment Act, which the supreme court in the case of *Pittsburgh Consolidated City Charter,* 297 Pa. 502, 147 Atl. 525, held to be an inappropriate proceeding. At the request of the commission, the county commissioners then adopted a resolution setting forth their intention, without further legislation, to resubmit the proposed charter to the electors at the coming election on November 4, 1930. The issue was thereupon raised by a taxpayer's

bill to enjoin the expenditure of money for the purpose as illegal and not authorized by law.

The difficulties of the proponents of the consolidated charter seem to lie largely in the form and effect of the legislation which they sponsored and approved. The constitutional amendment that was adopted plainly placed the authorization of the plan and the method of its adoption in the hands of the state legislature, where it undoubtedly belongs. The supreme court properly holds that it is absurd to attempt to construe the amendment in any other way, not only because of its wording, but also because any other theory of constitutional construction runs counter to our system of municipal organization and government.

Of course, the great mistake in formulating the amendment lies in the provision for two-thirds favorable vote of the electors in a majority of the cities and boroughs concerned, in addition to a majority vote in the entire county. The effect of such a restriction was apparently not foreseen by those framers of the amendment who were favorable to the new plan. It seems a pity that the carrying out of so important a reform should be thus hampered by a failure to foresee the scope and effect of the basic legislation upon which the success of the movement depends. As the court points out, under our system the reorganization of city government must always remain largely subject to legislative control, and, unless the state constitution clearly provides otherwise, the courts are compelled to follow this fundamental principle of construction of local governmental powers.

State Public Utility Commissions—Effect of Statute Creating Utility Commission upon Pre-existing Contract Rights of City.—In *Kansas City* v. *Kansas City Terminal Company*, 25 S. W. (2d) 1055, the Supreme Court of Missouri holds that the Public Service Commission Law of 1913, as amended, empowering the commission to determine and prescribe the manner and terms of installation, operation, maintenance, apportionment of expense, etc., of all highway crossings by railroads, did not abrogate the provisions of an earlier ordinance of Kansas City by which, in consideration of the vacation of certain streets by the city, the Terminal Company agreed to construct and pay for any future viaducts when reasonably required for public traffic. The opinion of the court discusses at length the relations between the Terminal Company and the city arising from the franchise agreement of 1909. While recognizing the power of the legislature to annul the contract provisions of this franchise, the court holds that the creation of the commission and the vesting in it of extensive powers of control did not of themselves show an intention of the legislature that such was to be the effect of the statute. The opinion is a full and able statement of the grounds for such a common-sense conclusion.

Judge Blair wrote a vigorous dissenting opinion, based upon the argument that, as the contract rights of a city are always subject to the control of the state, the effect of the legislation was to remove these questions from the domain of contract law and leave them entirely to the control of the commission. This argument has abundant support in several decisions of the Supreme Court, which Judge Blair cites to this point, but we believe that in none of such cases had there been an authoritative decision of the state courts sustaining the power of the city to contract nor had there been a contract entered into under circumstances similar to those in the instant case.

It would seem that the authoritative construction of the effect of the Public Service Commissions Act by the Supreme Court of Missouri will be followed by the Supreme Court of the United States, should a petition for certiorari be granted.

Streets and Highways—Right of Abutting Owners to Recover Damages for Temporary Closing.—In *Farrell* v. *Rose*, 253 N. Y. 73, 170 N. E. 498, the Court of Appeals of New York reversed a decision of the Appellate Division, First Department, which in effect held that, under the terms of a contract with the city for the repair of a street, the contractor would be liable for interruption of the plaintiff's access to his property if the period ran beyond the time fixed by the contract. The work contracted for was the construction of a retaining wall along the Harlem River terrace, which provided access to the public garage of the plaintiff. The nature of the surroundings required that the machinery and supplies of the contractor be placed on the street and that the traffic be temporarily interrupted. Owing to cave-ins, landslides and other unforeseen obstacles, the work was not completed within the time specified by the

contract, and for his loss of access during the excess period the plaintiff sought to receive his damages against the contractor.

The Court of Appeals states that the abutter's right of access is subject at all times to the reasonable control and regulation of the city authorities and that the temporary interruptions of such right when necessary for public works are incident to city life. The abutting owner has no relief unless the city or a contractor interferes with the highway without authority, or, if acting legally, prolongs the work unnecessarily or unreasonably. The evidence in the record did not show that the delay in the instant case was not both reasonable and necessary. Even if the city by the terms of its contract could recover against the contractor, the court holds that the abutting owner could not take advantage of such a provision.

The court further holds that the plaintiff is not aided by a provision in the contract requiring the contractor to take proper measures to keep open the roadways, as required by the New York law. Such a provision is evidently not for the sole benefit of the abutting owner, nor within the class of cases in which one not a party to a contract has any right to its performance. It may be noted on this point that it is quite possible that the result would be different in a jurisdiction which recognizes a more liberal third-party beneficiary rule.

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Ordinances—Referendum upon Petition of Electors or Taxpayers.—The requirement that in the exercise of the power delegated to it the acts of the legislative and administrative authorities of a municipality must strictly comply with the methods prescribed by statute is well illustrated by the case of *Weiner* v. *Commissioners of Perth Amboy*, 149 Atl. 540, recently decided by the Supreme Court of New Jersey. The Walsh Act of 1913 provided for a referendum of certain ordinances as follows (sec. 17, ch. 179, Laws of 1913):

> No ordinance . . . except when otherwise required by the general laws of the State or by the provisions of this act, except an ordinance for the immediate preservation of the public peace, health or safety, . . . shall go into effect before ten days from the time of its final passage; and if during said ten days a petition signed by *electors of the city equal in number to at least fifteen per centum of the entire vote cast at the last preceding general municipal election*, protesting against the passage of such ordinance, be presented to the board of commissioners, the same shall thereupon be suspended from going into operation, and it shall be the duty of the board of commissioners to reconsider such ordinance; and if the same is not entirely repealed, the board of commissioners shall submit the ordinance . . . to the vote of the electors of the city.

By the Home Rule Act of 1917 (sec. 24 of Art. 37) this section was modified by the provision that:

> Any ordinance authorizing any improvement or the incurring of any indebtedness, excepting for current expenses, shall become operative ten days after the publication thereof after its final passage, unless within said ten days a protest or protests against making such improvement or the incurring of such indebtedness shall be filed in the office of the clerk of such municipality signed by *taxpayers representing ten per centum in amount of the assessed valuation of such municipality*, whose names appear on the last preceding assessment roll thereof, in which case such ordinance shall remain inoperative until a proposition for the ratification thereof shall be adopted at an election.

A petition was filed for referendum on an ordinance entitled, "An ordinance to provide for the purchase of land, the improvement thereof for park purposes and the temporary financing thereof." It demanded the suspension of the ordinance and either its repeal or submission to the vote of the people, reciting that the signers were electors and that the action was taken under the Walsh Act. The city clerk refused to file the petition and upon certiorari the supreme court dismissed the writ, upon the ground that the provisions of the Home Rule Act were applicable and that the referendum could be demanded only upon petition of ten per cent of the taxpayers and not by fifteen per cent of the electors. Had there been in the petition a representation that the undersigned electors were also taxpayers, the defect in the petition might have been cured.

It may be noted that the provision of the New Jersey constitution that "every law shall embrace but one object and that shall be expressed in the title" has no application to ordinances. The court therefore brushed aside the contention of the prosecutor that the ordinance in question was invalid because it covered unrelated projects not sufficiently set forth in its title.

PUBLIC UTILITIES

EDITED BY JOHN BAUER

Director, American Public Utilities Bureau

How Telephone Policy Affects Investors and Users.—There is probably no large public utility organization in the country which is more efficiently operated, has a higher standard of public responsibility, and is pursuing a sounder financial policy, both as to consumers and investors, than the Bell Telephone system controlled by the American Telephone and Telegraph Company. Unfortunately, however, it mars its excellent record by certain rate and investment practices which cannot be justified, and which have aroused severe criticism and public resentment.

The system has been involved in two major rate cases—in New York City and in Chicago. In both cases, the company has attempted to defend untenable policies. For example, it properly includes huge annual sums in operating expenses for depreciation because of the rapid obsolescence which takes place in telephone properties. But when it comes to valuation of properties, it refuses to recognize the depreciation reserve accumulated as the actual depreciation of the properties; it holds that only "observed" depreciation should be deducted, and that obsolescence and other functional depreciation should not be deducted until the property is actually retired from service. The inconsistency of these positions is obvious to a tyro in finance and economics.

In two important other respects does the company pursue dubious policies and subject itself to valid criticism. These points were brought out at a recent public meeting where the writer participated in the discussion. W. J. O'Connor, assistant vice-president of the company, made claims which seemed unwarranted. After the oral discussion, the following correspondence took place—which is offered here as involving important public considerations:

DR. BAUER'S LETTER

Dear Mr. O'Connor:

. . . . Let us be clear, first, as to basic facts. The American Telephone & Telegraph Co. owns virtually all the common stock of its subsidiaries. It raises large sums of new capital partly through bond issues of the subsidiaries, and partly through its own stock issues. It has maintained a limited-dividend policy; for many years it had paid 8 per cent dividends; after the war it raised the rate to 9 per cent, or $9 per share, for the purpose—as claimed—of keeping the stock from falling below par. The 9 per cent dividend rate has since been continued, and all the earnings above 9 per cent have been reinvested in properties used in public service.

In connection with the 9 per cent limited-dividends, the company has also established the practice of allowing existing stockholders, in stated proportions, to subscribe to new shares at par, notwithstanding the higher market price of the stock. During 1929, I understand, this right was in proportion of one new share for each five shares previously owned; or one-fifth of a new share at par for each old share.

Your policy of limited-dividend payments is, I think, thoroughly sound and adapted to systematic regulation—if it were carried out properly. The basic fault is your permitting existing stockholders to take new stock at par, when the market value is greater. To start with, the 9 per cent dividend rate, in a stabilized and developing business, is much greater than the current rate of yield required by investors. The market rate in recent years has been about 6 per cent. But upon a 6 per cent market basis, your 9 per cent common stock has an intrinsic market value of $150. If, therefore, you allow 9 per cent upon par value subscriptions, you are allowing 50 per cent more than the necessary cost of money, and are imposing to that extent an excessive burden upon your telephone customers. This is a criticism from the standpoint of rates paid for service.

If the stock were to be sold to everybody at the full market value, then there would be no real objection to dividends of 9 per cent, or any other particular percentage, so long as it is strictly limited and fixed. Each share of 9 per cent stock would bring $150 of cash to the company, and the actual rate upon new capital would be only 6 per cent; the public would still pay only 6 per cent, or the actual cost of money, instead of 9 per cent as fixed by the dividend rate. The market price would be the equalizer between the dividend rate and the market rate for the cost of money. But when you allow

subscriptions at par, you are allowing the investors 50 per cent more than is necessary to get the new capital, and are placing excessive burdens upon the telephone users.

There is a further criticism from the telephone users' standpoint; the 9 per cent is really not limited in a permanent sense. Your company is legally free to raise the rate to 10 per cent or any other amount that it chooses, provided that it makes the payments out of accumulated surplus. While it may have the intention of holding to 9 per cent, you can hardly blame the public for unwillingness to help accumulation of surplus which sooner or later may be used to raise the dividend rate. The 9 per cent should be made permanent and new stock should not be issued to anybody at less than the current market price. This would be fair dealing with the telephone users.

Now consider the investors. Regulation today must be considered not only from the standpoint of proper policy toward service customers, but also from the standpoint of investors, who, as you claim, consist largely of people who are merely placing their savings in what they consider safe investments of practically assured incomes. For such people, your policy of issuing new stock to existing stockholders at par, notwithstanding higher market prices, injects a highly inflationary and speculative element into the stock, and is responsible for the rise and crash in the stock last year. Just look at the inevitable workings!

On the basis of 9 per cent dividends and 6 per cent yield, the value would be $150 per share, if all new stock were sold to everybody at the market price. All earnings beyond the 9 per cent would be reinvested in properties, and would merely add to the certainty and stability of the dividend payments. Under these conditions, the market price of the stock would stick close to $150. It would have but slight fluctuations, only as the market rate of yield might go slightly below or above 6 per cent. The conceivable range would hardly exceed 135 and 180, or 15 to 20 times the fixed dividends.

But your policy of allowing existing stockholders to take stock at par notwithstanding its higher market price, gives an additional return to every outstanding share above the $9 dividend to the extent that such rights are granted for the raising of new capital. Assume that for an indefinite future the company will raise new capital each year to the extent of adding annually 20 per cent to the capital stock outstanding, and it will allow every stockholder each year to subscribe to one-fifth of a new share for every old share that he owns. Observe the financial consequence of this right.

To start with, simply on the basis of 9 per cent dividends and 6 per cent yield, the market price of the stock is $150 per share. Let us begin with this figure. For every share of stock that I have, I shall expect to get a fifth of a share of new stock every year thereafter for $20, which, however, has a market price of $30 (1/5 of 150). Each present share, therefore, will bring me each year not only the $9 dividend, but also $10 in greater value of the new stock above the purchase price at par; a total of $19 a year instead of $9 in dividends. The net result is the same whether I take and keep the new stock; or sell it; or merely sell the *right* to the subscription at par.

The annual return on my single present share, therefore, is not $9 per year, but $19—so long as the policy of granting such rights is continued. But at a 6 per cent yield, the $19 a year has a market value of $317. If I can rely upon the continuance of the rights and the $9 dividends, every present share is worth $317, and I naturally would not sell it for less; nor would anybody else, and the market price would inevitably move up to that level, which is over 35 times the fixed dividends! And observe how remarkably close this theoretical figure of $317 is to the market maximum of 1929!

But consider the next step: Assume that a new market level has been attained at $317 per share —based on the continuance of the same fixed policy. Then, on that level, the right of every existing share will have an annual return of $9 dividends plus $217 (the difference between the new market price and par), a total of $226 a year per share. This, capitalized at 6 per cent, has a "value" of $3,766 per share. Take just one more turn of pyramiding. At this new level of market price, each existing share would have a future return per year of $9 dividend, plus $3,666. Capitalize again at 6 per cent, and you get a result so absurd that we stop!

The only *catch* in this analysis is the fact that no company can continue permanently, or even for many years, the stated policy of financing—granting each year for each outstanding share of stock the right to subscribe at par to one-fifth of an additional share. No such capital additions could be continued indefinitely, nor could the 9 per cent dividends be maintained for many years under such a system, even if all public restraints were removed from ratemaking. You cannot continue the policy long or systematically. But so long as it does continue, or to the extent it is followed, even if spasmodically, it does contribute an additional *value* to every outstanding share; for each issue, the difference between the market price and the par of the stock. This is a factor which works for higher market prices, without regard to the 9 per cent dividends.

In your talk before the League of Industrial

Democracy, you expressed wonder that your stock reached $310 last year; that this seemed to have little relation to earning power, being over 33 times the fixed dividends. But its explanation lies in your policy of issuing new stock at par, which the stockholders naturally expected to continue to some extent. The price of $310 was never predicated solely upon the limited dividend of $9 per share, but mostly upon the probability that each existing share would obtain future rights to such stock at par—to get 9 per cent stock on (say) a 6 per cent market! The extent that such rights would be realized was uncertain. It created a speculative element for your stock; it was the object of market bidding more than the $9 dividend payments. But the continuance of the rights is wholly an uncertain factor, depending altogether upon the decision of the company with respect to future capital needs and the selected methods of financing. When the rights are discontinued, the stock inevitably goes back to about $150 per share.

In conclusion, let me point out that the situation might furnish an almost irresistible lure to manipulate the stock. Why could not a small group of insiders control the policy for their own advantage—acquire stock at a normal level, develop the market through the issuance of rights for two or three years, and then unload to the public; next discontinue the policy, bring the market value back to normal, and repeat the process by setting the table over again? I do not believe that such a thing has been done, but it has its allurement. But your policy has produced gambling in creating an artificial market value which cannot be sustained. It has produced losses to stockholders, and will produce losses in the future. Any market price materially in excess of $150 per share is speculative and depends upon your policy.

This policy should be stopped in the public interest, and it ought to be voluntarily discontinued by the company, because of its obvious unsoundness as a method of financing.

Very truly yours,

JOHN BAUER.

MR. O'CONNOR'S REPLY

Dear Mr. Bauer:

In reply to your letter of March 11, discussing the financial policy of the Bell System, I quote from the 1927 annual report:

"The American Telephone and Telegraph Company accepts its responsibility for a nation-wide telephone service as a public trust. Its duty is to provide the American public with adequate, dependable and satisfactory telephone service at a reasonable cost. To attain this end, it is the policy of the Company to pay only reasonable regular dividends and, for part of the new capital needed, to offer from time to time new stock to its stockholders on favorable terms, for it believes this method of financing will provide the money needed for the business cheaply and with more certainty in good times and bad than any other."

With this understood, I see no point in our debating the matter in print.

Very truly yours,

(Sgd) W. J. O'CONNOR.

The inference of Mr. O'Connor's reply hardly represents what are probably the real purposes of the company. It undoubtedly desires criticisms that are intelligently and honestly made. I assume that it does not hold itself above discussing publicly any of its policies which have important public significance. I ask, therefore the following questions:

(1) Why pursue a contradictory depreciation policy—recognizing obsolescence as a matter of operating expense, but ignoring it as a matter of valuation?

(2) Why maintain a financial policy which, with respect to new stock investments, requires telephone users to pay 9 per cent upon new capital, when it could be obtained at 6 per cent, and which, at the same time, makes the market value of the capital stock extremely unstable?

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Little Revision of the New York Public Service Commission Law.—As the readers well know, the investigation during the past year of the workings of the Public Service Commission Law of New York resulted in disagreement as to just what should be done. The issues have been fully presented and discussed in an earlier number of the REVIEW.[1] Both majority and minority views were incorporated in bills presented to the legislature. The minority bills were espoused by the governor and by the Democratic group of the legislature, but were not acted upon. The majority bills were taken up, in first instance, by the Republicans. Public hearings were held; but such stiff opposition developed on the part of the utilities, that the bills were amended until they represented little or no progress toward more effective regulation. There were four major bills. The first provided for a general valuation of utility properties; the second, for rate-making contracts between the state and the companies; the third, for the creation of a

[1] See, NATIONAL MUNICIPAL REVIEW for April, p. 266.

public defender in utility cases; and the fourth, for the extension of control over contracts with holding and affiliated companies.

With the exception of the holding company bill, the majority measures were vetoed by Governor Roosevelt, on the ground that they were ineffectual or injurious to the public interest. In his veto message, he set forth with great clarity the utility issue as it stands today before the people of the state. He thoroughly committed himself to the establishment of a fixed rate base and a system of rate-making under which the rights of both the consumers and the investors would be definitely stated and systematically protected.

According to present appearances, the issue as drawn between the governor and the majority of the legislature will go to the voters as the principal issue in the forthcoming gubernatorial election. While no popular excitement is likely to arise over questions of reproduction cost, actual cost, depreciation reserve, and like questions—there is reason to believe that the public is far from satisfied with conditions as they are, and is ready to support a more satisfactory system of regulation.

MUNICIPAL ACTIVITIES ABROAD

EDITED BY ROWLAND A. EGGER
Princeton University

The Administrative Reorganization of Greater Berlin.—To the students of metropolitan government who have speculated on the future of the government of Berlin, her recent *verwaltungseinteilung* will come as a distinct surprise. Textbook writers have assured us that Berlin is federal only in form, and centralized in fact—that her government is an example of administrative deconcentration rather than governmental decentralization. It has been the generally accepted opinion that the administrative districts into which the region is divided are doomed ultimately to the innocuous impotency of Queens or the Bronx. Little more than a year ago her *oberbürgermeister* assured the government that the *weltstadt* of the future must be a highly centralized and completely unified administrative unit. But Herr Böss has gone, and the new law belies his prediction. The Prussian *Staatsrat* early in the present year entertained a measure providing from many points of view one of the most drastic programs of decentralization which has appeared in recent decades.

The project is discussed in some detail by Dr. Mosheim, of the Prussian Home Ministry in his "*Die Reform der Berliner Verfassung.*" The substance of the law relates to the redefinition, in general terms, of the main functional allocations between the central administration and the twenty administrative districts into which Berlin is divided, and the reorganization of the central administration.

REDUCTION IN COUNCIL

The council of the central city government under the law of 1920 is composed of 225 members elected by bound list proportional representation. It is literally a miniature parliament, seating its members from right to left according to political complexion; on strictly party questions the party affiliants vote as national groups, and the interpellation and confidence votes are a regular part of the deliberative routine, in spite of the fact that they are without legal effect or sanction. The council is characterized by a competent observer as one of the "noisiest, least well-regulated, and most inefficient city councils imaginable." Although not presenting any comprehensive program of legislative reform, the new law does lay the groundwork for better organization by the reduction of its membership to a maximum of 150. The district assemblies, which in more populous districts had as many as 45 deputies, have been reduced to a maximum of 29. It is anticipated that this reduction in size of the district councils likewise will expedite legislative procedure.

ADMINISTRATIVE REORGANIZATION

Probably the most important feature of the reorganization is the introduction of the *bürgermeisterverfassung* in district administration. Dr. Roger H. Wells, whose research in German local government has been outstanding, in a letter to the editor some years ago, insisted upon this feature as an integral part of any program of administrative reform for Berlin. The further devolution of administrative duties upon the district organization under the terms of this act has doubtless precipitated the utilization of the centralized executive type of governmental layout.[1] The district *bürgermeister* is employed by the district assembly, and bears the same relation to that organization which the *oberbürgermeister* bears to the central administration. Furthermore, in all cases of conflict between local and central organs it is his duty to represent the district in their resolution.

The administrative jurisdiction of the central administration is prescribed with unequivocal clarity in paragraph 37 of the new law.[2] In brief, the authority of the central administration is limited largely to the approval of district

[1] Under the 1920 law, the districts were governed by the district *magistrat*, a plural form of executive organization.

[2] Under the old law the district *magistrat* was compelled to perform, in accordance with the principles formulated by the *magistrat* of the central administration, the functions which that body assigned to it. See Reed and Webbink, *Documents Illustrative of American Municipal Government*, p. 508.

budgets, the maintenance of auditing and accounting control, and the assessment and levy of taxes—in addition, of course, to the larger problems of regional interest which are centralized in varying degree, such as fire administration, welfare, technical education, public works, regional planning, transit, etc. A loosening of the fiscal ties is impossible at the present time, and agitation toward that end is not likely to yield any substantial concessions.

As Dr. Reed has pointed out, it makes no difference whether federalism is arrived at by consolidation and devolution, or by conditional annexation. For those who have had difficulty in classifying Berlin as federal in character under the old law because of the lack of any guaranteed *selbständigkeit* for the districts, the guarantees contained in the present law may prove comforting. But whatever Berlin has been, it is now definitely committed to a program of administrative decentralization.

The devolution which has occurred in the *Reich* capital is entirely logical. The districts into which Berlin has been divided represent a grouping of urban units which offer everything in the way of local self-consciousness and civic entity. The physical deconcentration and recentralization of the industrial, commercial, and residential areas of the municipality have provided a substratum of economic community from which the political life of the districts has gained tremendous impetus. The average poll in the municipal subdivisions has been over 70 per cent of the qualified voters for district elections; we have made less substantial showings in the United States. The subdivision of the *bezirke* into *ortsbezirke* is also doubtless a very considerable factor in the political revitalization of Berlin. It is just possible, in this connection, that the professors may be able to learn something from the ward-heelers. Whatever democracy may be worth as a national principle, there is no gainsaying von Leyden's maxim that "the more intense the political life in the small area, the more intense all public life."

BERLIN, PRUSSIA, AND REICH

The government of Berlin, in its relation to its superior administrative areas, occupies an entirely unique position. England retains the policing of its capital through its control of Scotland Yard; Paris is even more under the dictation of the central government than is the ordinary French provincial city; our own capital preserves not even the remotest vestiges of self-government. Except for the policing of Berlin by Prussian state police (which is, of course, true of every other city and all the rest of the area of Prussia), the governmental arrangements of Berlin have no appreciable variation from those of any other city. It is the capital of the *Reich*, the capital of Prussia, and the largest and most important city in Germany. And it is self-governing in a very real sense of the term. The jurisdictional conflicts arising between the central city and the districts are referred to a special arbitral board, formed from panels representing the areas involved.

The present act represents, in a number of its provisions, a considerable codification of the law governing relations of the city to the state. In certain phases of municipal action, however, decision is expressly reserved to state agencies:

1. The illegal or unauthorized assumption of added administrative functions.

2. The action, or failure of action, upon the part of the city, which concerns the preservation of local rights. (It is understood that, in some cases in which cause of action is shown as above, this will permit *bezirke* appeals on the point of local budgetary provisions.)

3. Entertainment of appeals from city intercession in inter-*bezirke* disagreements.

4. The power of the Prussian minister of the interior to instruct and enforce the inclusion of certain items in the municipal budget is preserved under the act, although the time during which, and the period for which, the item is to be included, is defined under the law.

The details of the administrative reorganization under this statute remain to be evolved. At best, the law indicates in general terms the broad lines of functional allocation which is sought to be attained. The district governments of the six *bezirke* which were carved out of the area of pre-war Berlin, as well as the governments of the consolidated districts, have in the last decade secured organization and standing. The general process of governmental devolution has been delayed because the districts within Berlin were forced to construct their administrative organization from the ground up. The central city government has, in fact, administered a number of the district functions of these districts since the act was passed. The outlying areas were more fortunate, inasmuch as they were formed around an already well-organized and efficiently functioning nucleus—

the administrative organization of the largest previously existing municipality within the district. Decentralization has naturally been delayed, however, until the weaker units could be built up to a condition permitting the efficient administration of the functions which would fall upon them in the process of devolution.

Germany has definitely renounced the principle of competitive federalism as regards her cities and their superior units. While the *Landgemeinden* and *Landkreise* have suffered as tax-receiving districts, the urban areas have retained those functions which logically may be performed best by administrative organizations of their geographical and personal jurisdiction. It is only by an acceptance of the limits of centralization that constant and devitalizing organic readjustment can be avoided. If minor administrative subdivisions are inadequate for the performance of functions peculiar to their jurisdiction and best administered by small and homogeneous areas, the governmental unit must be built up rather than the function transferred. The administrative theory of German experts in this connection, as well as its practical application, will be studied with vital interest by American political and administrative realists.—*Reichverwaltungsblatt*, March 29, 1930.

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Population Density in Santiago, Chile.—One of the most illuminating studies of population density which has appeared since the work of the New York Regional Plan is that of Dr. K. H. Brunner—"*La Densidad de la Poblacion de Santiago.*" The map which accompanies his study illustrates in very effective fashion the principles of urban growth which have been noted by Chiodi, Weber, Poetè, and others.

The study shows an evident decline in the population at the center of the city—an absolute loss. Concomitantly, on the outskirts of the municipality and across the outlet of the Cerro San Cristobal, nuclei have arisen which are far more dense than the central portion. The entire city, however, relatively speaking, has a low population density. In only two sections, Comuna Santa Ana and Comuna Cañadilla, does the concentration of population become comparable with that of continental cities. In these two communes the density is 560 and 540 inhabitants per hectare, respectively. As Dr. Brunner notes, however, this is rather high concentration for an average South American city.

The south of the city has absorbed a considerable portion of the residents of the downtown area. It consists very largely of comfortable villas and moderate and large estates, arranged around one of the municipal parks and the Club Hipico. To the north and west the city is largely taken over with the little manufacturing of the region and the homes of "*la gente de pequeños recursos.*" As might be expected, the areas of highest concentration are between the edges of these relatively new sections, which formerly composed the residential barrier of the municipality, and the commercial section. The overcrowded portion is a slum or blighted area, created by the vicissitudes of altering land values and uses.

The population density of the city as a whole is slightly under 300 persons per hectare. The density of Paris is slightly over 350.

Dr. Brunner points out the necessity of the stabilization of land values through zoning and regional regulation, and of eliminating the blighted area containing the high population density of the present city. In consideration of the climate and the habits of living of the people of Santiago, he believes that the municipality is already overcrowded, and that action should be taken to insure decentralization of its population—not from the central, downtown area, but from the overdeveloped secondary area.—*Comuna y Hogar*, February, 1930.

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The English Slum Clearance Act.—In this section for March, the inadequacy and incompleteness of the legal regulations under which English municipalities operate in slum clearance projects were noted. In this connection the housing bill which has recently been introduced by Mr. Greenwood in the Commons should prove of some interest. The bill contemplates three possible lines of action toward slum clearance. First, county and county districts are empowered, either at owner's expense or public expense, to compel the clearance of areas in which all the dwelling houses are unfit for habitation; secondly, by drawing up an improvement scheme the same officials will have the power to deal with areas in which some houses need demolition, while others, by reconstruction and repair, can be restored to a condition fit for habitation; thirdly, the bill permits an extension of the 1924 Housing Act with reference to public

assistance in reconditioning single dwellings under private ownership.

Of primary interest is the first section of the measure. It is proposed that the locality shall have the authority to compel the demolition of the insanitary buildings at the owners' expense. The ownership of the soil remains with the original owner, who is free to develop the site, subject to the building ordinances, in the manner by him deemed appropriate. The cost of rehousing the persons thus displaced meanwhile falls upon the community. On the other hand, the locality is authorized to purchase the land and itself demolish the buildings. The site value of the cleared area becomes its purchase price in this case. The first clause of the bill is entirely praiseworthy so far as it deprives owners of unhealthy property their opportunity for illicit gain, which must ultimately be paid from the communal health. Its application is, of course, limited to the extent to which the local authority has already provided accommodations for displaced people, or by the number of unoccupied tenements within a reasonable distance of the site to be cleared.

Considerable debate has arisen over Clause V (third proposal quoted above), both because of its inroads upon the exchequer, and also because of its possible effect upon the general housing situation. While the matter of treasury subsidization is a purely local one and of no interest from a general point of view, the discussion of private subsidization in reconstruction generally is of compelling significance.

Among housing experts there is a tendency to discount the reconstructed building as a contribution to better conditions. Generally a large outlay is required for the alteration of old premises, while the returns in modern conveniences obtained are at a minimum. Moreover, reconstruction has been noted to retard the erection of buildings urgently required. Again, no evidence has been advanced to indicate that the dwelling can be offered cheaper in reconstructed habitations than in newly constructed houses. Furthermore, it is argued that the authority of the locality to advance money for repairs on a generous scale will encourage the realtors to engage in the acquisition of property of dubious condition. If public aid is made too easy to obtain, the market for decayed houses may become a very profitable field of operation.

The time when the United States will be forced to give official cognizance to projects of slum clearance is not far removed. The difficulties of the English central and local governments in this connection may be studied with much enlightenment. At the same time, there is reason for believing that housing, zoning, and planning probably ultimately will demand an entirely different public land policy from that which has evolved under the "rule of law."—*The Municipal Journal*, April 4, 1930.

GOVERNMENTAL RESEARCH ASSOCIATION NOTES

EDITED BY RUSSELL FORBES
Secretary

Recent Reports of Research Agencies.—The following reports have been received at the central library of the Association since April 1, 1930:

Municipal Reference Bureau, University of Cincinnati:
Real Estate Department as Administrative Units in City Government.
Hawaii Bureau of Governmental Research:
Report of the Director for the Year 1929.
Ohio Institute:
Soundings in the General Property Tax System of Ohio.
Bureau of Municipal Research of Philadelphia:
Auditing Control and Purchasing Procedure in the Municipal Courts of Philadelphia.
Research Division, Ohio Chamber of Commerce:
Taxation Systems.
Schenectady Bureau of Municipal Research:
Long-Term Financial Program for the City of Schenectady, N. Y. (*Printed*).

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California Taxpayers' Association.—The Association has submitted a brief to the state legislative commission investigating the public improvement laws of the state. The Association recommends many important changes in the present law.

An analysis of the road finances and operation of the fourth road district for Kern County, California, for the fiscal year ending June 30, 1929, has been completed.

A preliminary survey of the city and school district of Alhambra was recently completed by the Association's research department. The object of the survey was to give a bird's-eye view of the major activities of the Alhambra government so that taxpayers could more intelligently participate in public affairs. One of the interesting phases of the report is the section which deals with the future problems of the city. These questions principally concern the water department, fire department, and the highways.

✻

The Good Government League of Fort Worth.—After several months of studying the local public school situation, the Good Government League reached the conclusion that the school board had lost the confidence of the public through its political methods and its failure to consider constructive suggestions. The League, therefore, decided that a new board was necessary before any improvements could be expected in the operation of the system, or any bonds voted for much-needed buildings. Feeling that this was necessary, they entered actively into a campaign to secure a board of the proper calibre, at the April election.

A few days before the election the president of the board, whose term expired in 1931, resigned, and a prominent man was appointed in his place. The election was entirely satisfactory, three capable new men being elected, giving a majority of new men on the board of seven.

Their task will be to restore the confidence of the public, and in this the Good Government League plans to assist in every possible way. The board in its first two meetings has already set about determining who shall be called in for a survey of the school system, and prospects are bright for great improvement in the school situation in the next few years.

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Department of Civic Affairs, Indianapolis Chamber of Commerce.—A brief on income taxation, with impartial arguments for and against, and suggestions to be incorporated in a state income tax law if it is deemed desirable to make use of this form of taxation, has been submitted to the Indiana tax survey committee by the special taxation committee of the Indianapolis Chamber of Commerce. The brief was pre-

pared by Professor Charles R. Metzger of Indiana University, and a practising attorney of Indianapolis. The Indiana tax survey committee was appointed by Governor Leslie to investigate the methods of taxation and to submit recommendations to the 1931 Assembly.

A brief showing the effect of an excise tax of ½ cent per kwh. of all electric power consumption, as a substitute for the 7-cent per $100 state property-tax for aid to common school districts, has been prepared by William H. Book, director, for submission to the tax survey committee at an early date.

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Institute for Government Research, Brookings Institution.—Paul V. Betters, who formerly was connected with the School of Citizenship and Public Affairs, Syracuse University, and the Syracuse Municipal Research Commission, has joined the staff of the Institute for Government Research. Mr. Betters recently served as a member of the research staff to the Commission on Revision of the Public Service Law in New York state.

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Kansas City Public Service Institute.—A complete survey of the health conditions in Kansas City has been begun under the auspices of the chamber of commerce. The survey will be directed by the administrative practise committee of the American Public Health Association, and most of the detailed work of gathering information is to be done by the Public Service Institute. The survey will cover all public and private health agencies, the facilities and equipment of private hospitals, and the administration of public hospitals. Work has been begun on the survey, which will probably take six months for completion.

County Government.—It has been suggested to the county court (the county commission in Missouri counties) that it appoint an unofficial charter commission to prepare a plan for the reorganization of the government of Jackson County, in which Kansas City is located, within the limitations of present constitutional provisions. These limitations are such as to permit almost a complete revision of the organization of the entire county government. If the plan materializes, as seems very probable at present, the commission will, during the summer, draft a complete law for the government of Jackson County, to replace the voluminous, detailed, uncoördinated laws which now apply. It is the plan to have this law ready for introduction at the next session of the legislature.

County Sewer District.—The Public Service Institute has just completed a report on a plan for providing sewer facilities for a suburban district organized under the name of the Jackson County Sewer District No. 1. The district is a partially built-up suburban district very badly in need of sewers. Under the law, a board of supervisors has been appointed and a sewer plan prepared and tentative assessments of the cost made. The plan, the operation, and particularly the assessments have aroused a great deal of opposition in the district, and the Institute was asked to make a study. The report criticizes chiefly the method of levying the assessments and the inequity which has resulted.

Special Assessments.—A report on the amount and purpose of special assessments in Kansas City during the twenty-one years from 1909 to 1929 has just been completed. It is in the nature of a preliminary report giving basic information necessary to a further analysis of the special assessment procedure in Kansas City and possible improvements in that procedure.

Police Finances.—The usual dispute between the police department of Kansas City and the city administration was particularly bitter in the past year. Kansas City's police department is operated by a board appointed by the governor of the state. Under the law, the department submits its budget request to the city council, and the city council cannot question the amount. Usually the police department is willing to compromise and accept less than it has requested. Last year, however, the city manager recommended a very large reduction in the police budget, and the council appropriated the amount recommended by the city manager. The reduction would have put the police department back on a spending basis equal to that of 1920. The police immediately filed suit, which was fought through the Supreme Court, with many hearings and great expense.

The court decided in favor of the police department except that it eliminated from the police budget a few positions which it held illegal, since they were not provided for by state law. The city had made no provision for a reserve fund to pay the police department in the event that the city lost the suit. The police department had continued to operate as though

it were to receive all that it felt was needed. The result was that the department spent $1,400,000. The city had appropriated $1,150,000, and before the year was over allowed $50,000 additional, making a total of $1,200,000. Since the suit was decided in favor of the police department, the city did not have the $200,000 necessary to pay all police expenses for the year. The result is that the police employees have not been paid for six weeks, and bills have been unpaid for longer than that. The police department, for the year beginning May 1, requested $1,478,000, and the city council has appropriated $1,250,000. Unless the council increases the appropriation, the police department will undoubtedly file suit and go through the entire procedure again. The city is having a serious financial problem to provide the necessary funds, but undoubtedly will have to increase the appropriation.

Sinking Fund Levies.—The Public Service Institute has made its annual recommendations to the city council in an effort to persuade the council to levy an adequate amount for sinking funds in the current budget. Again the council, on the recommendation of the city manager, levied nearly one mill on the dollar too low to take care of sinking fund needs. Sinking fund deficits are piling up rapidly.

Pensions.—The Institute is preparing a report on the firemen's pension system of Kansas City, showing that the system is in a serious financial condition. An effort will be made to secure the adoption of a sound actuarial pension law, for both police and fire departments, in the next session of the legislature.

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Philadelphia Bureau of Municipal Research.—There has just been published by the Thomas Skelton Harrison Foundation the third pamphlet in its Philadelphia municipal court survey series. It presents a report by the Philadelphia Bureau of Municipal Research on the domestic relations division of the municipal court, made in the course of the survey of the municipal court begun in 1925 at the request of the then president judge. The study was made, and the report written by Mr. Fred R. Johnson, at that time chief probation officer in the Detroit recorder's court, now general secretary and state superintendent of the Michigan Children's Aid Society.

This is the first published report in the survey series which discusses the quality of the municipal court's social work. The survey indicated that the domestic relations division was accepting responsibility for many cases which it could refer to other agencies and which might be more satisfactorily handled by other agencies; that it was not using to full advantage the social resources of the community. It also indicated that the division was devoting insufficient attention to supervision after court hearing, the objective of which is to steer families clear of further difficulties.

Among the other questions dealt with in the report is the advisability of continuing the labor bureau, which acts as an employment agency and makes inquiries about income of those against whom charges of non-support are lodged. It was doubted "whether the best method to approach employers in an effort to find employment is through an agency of the court" and the surveyor felt that the bureau's investigatory functions might better be transferred to the probation officers.

Copies of the report are available free of charge on application to the Bureau of Municipal Research, 905 Social Service Building, 311 South Juniper Street, Philadelphia, Pa.

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Schenectady Bureau of Municipal Research.—The committee to study the report on the condition of space utilization of schools has been enlarged. It is expected that this survey will be approved shortly by the board of directors and its findings and recommendations published.

Additional work has been done on the police survey which was started several weeks ago. Spot maps showing crime distribution have been prepared, as well as maps showing the location of traffic accidents. A study of the police personnel is now under way.

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Bureau of Civic Affairs, Toledo Chamber of Commerce.—J. Otis Garber, secretary of the Bureau of Civic Affairs, resigned effective May 10 to join the staff of the Bureau of Municipal Research of St. Louis to work on problems of taxation and municipal finance. He has been secretary of the Bureau since January 1, 1929, when it was established. Prior to that time he was secretary of the Toledo Commission of Publicity and efficiency for a year, and before that was assistant professor of municipal government at the University of Toledo for two years.

NOTES AND EVENTS

EDITED BY H. W. DODDS

Sherrill Resigns as Manager of Cincinnati; Dykstra Named Successor.—On Tuesday afternoon, April 22, 1930, the Cincinnati papers carried streamer headlines announcing that City Manager C. O. Sherrill had tendered his resignation in order to become a vice-president of one of the large grocery chains. Mayor Russell Wilson, in his announcement of the resignation, pointed out that the salary inducement of the new position was much greater than the city managership offers.

The council immediately undertook a thorough canvass to find a successor qualified to carry on the administration on a high plane and in accordance with city manager principles. The selection fell upon C. A. Dykstra, who needs no introduction to the readers of the REVIEW. Mr. Dykstra is professor of government at the University of California at Los Angeles, and director of personnel and efficiency in the department of water and power of the city of Los Angeles. He was at one time secretary of the Citizens' League of Cleveland, later becoming secretary of the City Club of Chicago, and afterwards secretary of the City Club of Los Angeles.

Colonel Sherrill has served as city manager since the plan went into effect on January 1, 1926. In his four years and some months of service he and the city councils with which he has served have made a remarkable transformation in the governmental services and in the physical improvements of the city. With the confidence and support of the people they have been able to rebuild streets and to open new thoroughfares upon a scale new to Cincinnati. The city rehabilitated its ancient workhouse; resumed operation of the General Hospital; acquired an airport; and entered upon a program of expansion of all public services.

City Manager Sherrill is a West Point engineer and came to Cincinnati from a colonelcy in the regular army, assigned at the time to service as Director of Public Buildings and Public Parks of the National Capital, Washington, D. C. To some extent his army background, combining with local circumstances, gave distinct effects in certain aspects of administrative organization and nomenclature. Without exhibiting any marked departures from the accepted principles of city managership, Cincinnati's development of it has not been upon any stereotyped pattern. His resignation came as a distinct surprise to the people of the city, and indeed had not been intimated to the council members more than a short time.

EMMETT L. BENNETT.
Municipal Reference Bureau,
Cincinnati.

Philadelphia Opens New Subway.—On April 20, 1930, the Philadelphia South Broad Street subway was opened to traffic. This stretch of subway is 3,020 feet long, extends from South Penn Square at City Hall to Kater Street, and has two stations, Walnut-Locust, with two island platforms 550 feet long, and Lombard-South, with one island platform of the same length, so arranged that another platform can be introduced at some future time. For approximately 2,289 feet south from South Penn Square, there are four tracks, and for the remaining 731 feet there are two tracks. Three 1,200-gallon sump pumps, under automatic control, lift the drainage water into a sewer. At the stations colored tiles are used, two tones of green at Walnut-Locust, and red and tan at Lombard-South. Comfort stations are provided.

Above the tracks of the subway is a passenger concourse extending 1,600 feet south of South Penn Square. This concourse is from 96 to 104 feet wide and 9 feet 2 inches high. It has a floor depth of 16 to 25 feet below street level. The concourse is reached by 17 sidewalk entrances and through the Real Estate Trust, Fidelity Trust, and Mitten Buildings, and the Ritz-Carlton Hotel. These stairways are from 6 to 8 feet wide.

Construction started August 31, 1927, and the approximate cost was $10,000,000.

The South Broad Street subway is a continuation of the North Broad Street subway which was opened to traffic September 2, 1928, and

which extends from Grange Street to City Hall. The total length of the subway structure from Grange to Kater Streets is seven miles and the cost to date has been approximately $103,000,000. The first three months after the North Broad Street subway was placed in service it was operated by the Philadelphia Rapid Transit Company on a tentative rental basis of $200,000 per month. Since then it has been operated under a "gentleman's agreement," that when a contract is later entered into it will be made retroactive. This arrangement now applies also to the South Broad Street subway.

PHILIP A. BEATTY.

Philadelphia Bureau of Municipal Research.

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Boston's High Fire Losses Surveyed.—Sweeping recommendations for the reduction of Boston's extremely high fire losses are made in a detailed report on "The Problem of Fire Waste and Insurance Rates in the City of Boston," presented by the Mayor's Committee on Fire Insurance Rates.

The recommendations are based on a survey conducted for the committee by Miller McClintock, director of the Albert Russel Erskine Bureau in Harvard University. The survey analyzes in great detail every aspect of the city's fire problem, and is the result of seven months of intensive study by a field engineering staff under the direction of Horatio Bond, field engineer of the National Fire Protection Association, and chief engineer of the survey. The results are presented in a 300-page report including over 150 tables and charts which emphasize the microscopic character of the survey.

In general the report finds that Boston's insurance premiums are not excessive as compared with other cities with equal fire losses. Boston's premiums total approximately $9,000,000 a year, which impose a burden of approximately $50 a year on the average Boston family. Yet the survey points out that Boston has had a higher per capita fire loss than any other large city in the country.

Comparison with other large cities shows Buffalo next in per capita fire losses for the five-year period taken by the survey. St. Louis ranks third, and New York fourth. Following New York are Pittsburgh, Detroit, Philadelphia, Baltimore, Cleveland and Los Angeles.

Boston has nearly twice the annual fire loss of Baltimore, a city of about the same population, and about the same annual losses as Philadelphia and Detroit, cities more than twice her size.

"It is quite possible to reduce the fire losses in Boston by one half," the report states. "If losses were so reduced and the reduction sustained, a reduction in rates would reasonably follow."

The report discloses a marked reduction in insured fire losses during the past two years under the improved present administration of the city fire department, losses having been cut from the $5,000,000 a year average for the period 1923–27 to $3,700,000 in 1927 and $3,500,000 in 1928.

Factors primarily responsible for the high fire loss, according to the report, include faulty building construction, limitations of personnel of the fire department, ineffectiveness of the state department of public safety, and the negligence of individual property owners.

"Because of unwise entrance requirements the fire department is not attracting the highest grade of personnel, and adequate retirement provisions are lacking. The best men in the department are held to the level of the poorest. Systematic education and training of officers and men can no longer be ignored by a modern department."

The average age of men in the department was found by the survey to be 40 years, which the report declared to be too high. Recommendation is made that the maximum age limit for admission to the department be reduced from 35 years to 25 years.

"Boston has already paid and may yet pay more dearly for the character of her buildings housing valuable stocks in the business portions of the city. Brick walled buildings with wooden interiors are essentially furnaces with the doors and windows potential draft openings. The report shows that most Boston dwellings have similar defects and indicates that the serious fires which have been occurring in apartment houses have been due to the spread of flames through unstopped interior walls and up unprotected stairways and unenclosed vertical shafts."

The report makes a strong indictment of the Boston building code, stating that in its present form the code tends not only to discourage improved types of construction but to stimulate the erection of the types of buildings now responsible for the city's bad fire record.

Colorado University Runs Police Training School.—A police training school was conducted by the University of Colorado from May 5 to 17. The school was administered in the same manner as other university short courses. Policemen were expected to attend every session, and were graded upon attendance, interest, punctuality, and proficiency. A certificate from the university was granted to those who satisfactorily completed the work.

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The Illinois Legislature came together on May 12 to consider financial legislation with particular reference to Chicago. Following confirmation of the revised assessments, Chicago is now receiving tax money for the first time in two years. Reports indicated that the tax bills for 1929 will be 25 per cent higher than those for 1928, breaking all previous tax records for the city.

*

Public Defender Proposed for Detroit.—The total fees paid to attorneys assigned to defend poor people accused of crime in the recorders' court of Detroit have increased from $52,000 in 1925 to $113,000 in 1929, according to the Detroit Bureau of Governmental Research. The Bureau points out that in actual practice the services of assigned attorneys are sometimes perfunctory, that the assignment of cases may constitute political patronage, and that the total cost runs into an increasingly large sum of money. For these reasons the substitution of a public defender for assigned attorneys is suggested for consideration.

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To Raise Pay of D. C. Commissioners.—The Washington Chamber of Commerce is behind the Capper Bill to increase the salaries of the commissioners of the District of Columbia to $10,000 per year. It will be recalled that Louis Brownlow, who had been receiving a salary of $5,000 as president of the governing board of the national capital, resigned one day to become city manager of Petersburg, Virginia (population 30,000), at a salary of $10,000 per year. Surely the nation can afford to be less niggardly toward those to whom it entrusts the safety and welfare of its capital.

*

Election of President by P. R.—The constitutional amendment proposed by Congressman Clarence F. Lea of California to abolish the electoral college and elect the president and vice president by popular vote was the subject of a hearing before a congressional committee in March. The proposal is to abolish the electoral college without disturbing the relative voting power of the several states. Each state would still be entitled to the same number of electoral votes as at present, but the state's quota would be distributed among the candidates in proportion to popular votes received. The candidates receiving the greatest number of electoral votes in the whole nation would be elected. C. G. Hoag and George Hallett, Jr., testified before the committee in favor of this system of proportional representation for the election of president and vice president.

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New Jersey's New Planning Law.—By action of the recent legislature, New Jersey now has a modern and effective city planning law. Municipalities are now authorized to create planning boards qualified to prepare master plans with teeth in them. Except as shown in the plan, no streets, parks, public buildings, or major public utilities can be authorized without the consent of the planning commission, whose negative action may, however, be overruled by a two-thirds vote of the local legislative body. Changes in the official map contrary to the advice of the commission can likewise be made only by a similar two-thirds vote. The planning board may be empowered to prevent the filing of plats without its approval, in which case no buildings not having access to streets on the official map can be erected. Buildings in the beds of mapped streets can likewise be prohibited unless the board of adjustment authorizes them by specific grant. In important essentials the New Jersey law is thus seen to be similar to the New York statutes. Both rely upon the police power for justification of governmental control over what were once considered purely private affairs.

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A New Personnel Law in New Jersey.—One of the acts which should weigh heavily on the credit side of the 1930 session of the New Jersey legislature is the adoption of a complete revision of the civil service laws for the state service.

New Jersey has had a merit system since 1908. Its administration has been generally progressive. As a result of one of the legislative investigating committees the old commission was charged with violation of some of the provisions of the law and removed from office. A new commission was appointed a year ago.

This commission has apparently taken its job seriously and its first annual report to the governor and the legislature created state-wide interest. The new commission discussed frankly the difficulties involved in effective personnel administration in the public service, pointed out the weaknesses as well as the strong points in the existing law, and presented in the form of a bill a complete revision of the numerous existing laws which should apply both to the state service and to the counties and municipalities which have chosen by referendum vote to operate under the civil service laws.

Some objection was raised on the part of the counties and municipalities that the proposed law gave too much power to a state body over employment matters in local governments and after considerable discussion it was agreed to delay for a year a change in the laws as they apply to cities and counties.

The new law, therefore, applies only to the state service and involves something like ten thousand positions. It provides for a modern classification of duties and the adoption and administration of adequate compensation plans. The commission is given control over the creation of new positions whether temporary or permanent and is required to establish a uniform policy with respect to hours of work, leaves of absence, attendance and standards of performance applicable to all employees in the classified service. Judged by the standards set up by those who have given most thought to this part of public administration, it would appear that the New Jersey law is among the very best that have been adopted in the country. Students of government will watch its administration with a great deal of interest.

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Ohio County Government Conference.—Committees of the Ohio Chamber of Commerce and the Ohio Tax Association have been at work for several months on a draft of a constitutional amendment on county government. At a conference in Columbus on May 22, which was attended by civic and commercial leaders from all parts of the state, a plan of procedure was thoroughly discussed. An amendment which had been sponsored by the Cleveland delegation at the last general assembly formed the basis for discussion. This amendment would have granted a limited home rule to counties which chose to adopt its provisions, under complicated safeguards which had been insisted upon by the rural group.

It was pointed out that two problems are involved: first, reform of county government in general, and second, metropolitan government for the larger cities and their suburbs. It was suggested that city-county consolidation should be made possible and that counties should be permitted to consolidate if the burden of supporting a county government proved too heavy. It was evident from the discussion that further deliberation was needed.

The conference adopted a motion declaring that reform in county government was imperative, and requesting the chairman of the conference to appoint a committee to consolidate the benefits of the discussion into a concrete proposal. The committee was instructed to work quickly and to report to a later meeting at such a time as would permit the submission of the amendment at the polls through the initiative in November, and to the general assembly in 1931. The information collected by the committees which have been working on the project will be made available to this new committee.

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